DOCUMENT RESUME

ED 280 526 JC 870 160

AUTHOR	Fahrenbruch, Julia, Ed.
TITLE	The Challenge of Change: A Reassessment of the California Community Colleges. Background Papers.
INSTITUTION	California State Commission for the Review of the Master Plan for Higher Education, Sacramento.
PUB DATE	Mar 86
NOTE	144p.; For "The Challenge of Change" report, see ED 269 048.
PUB TYPE	Reports - Descriptive (141) -- Statistical Data (110)
EDRS PRICE	MF01/PC06 Plus Postage.
DESCRIPTORS	Access to Education; Administrators; College Administration; College Faculty; College Programs; *College Role; *Community Colleges; Demography; *Educational Assessment; Educational Finance; Educational Legislation; Educational Quality; Governance; Institutional Mission; Socioeconomic Influences; *Statewide Planning; Two Year Colleges; Two Year College Students
IDENTIFIERS	*California

ABSTRACT

These background papers were developed for the use of the California Commission for the Review of the Master Plan for Higher Education in preparing its report, "The Challenge of Change: A Reassessment of the California Community Colleges." Section 1 provides an introduction to the role of California's community colleges in its postsecondary education system and the legislative support for that system. Section 2 offers information on California's current socioeconomic and demographic composition, including data on the socioeconomic characteristics of the community college student population. Section 3 considers factors related to access and success, such as the changing definition of access, tensions created by demands for "competitive excellence" and "egalitarianism," recent legislation, and a proposed new strategy. Section 4 focuses on the mission and functions of California's community colleges, while section 5 looks at the community college faculty and administrators in terms of credentials, affirmative action, full-/part-time faculty, compensation, collective bargaining, professional development, and tenure. After section 6 considers issues related to community college governance, section 7 offers financial information on expenses and capital outlay. Finally, section 8 describes features of a new master plan for postsecondary education in California. Appendices include commissioner votes and comments on recommendations, information on the commission and its process, related legislation, and references. (EJV)

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BACKGROUND PAPERS
THE CHALLENGE OF CHANGE

A Reassessment of the California Community Colleges

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COMMISSION FOR THE REVIEW OF THE MASTER PLAN FOR HIGHER EDUCATION

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THE CHALLENGE OF CHANGE

A Reassessment of the California Community Colleges

COMMISSION FOR THE REVIEW OF THE
MASTER PLAN FOR HIGHER EDUCATION

1215 FIFTEENTH STREET • SECOND FLOOR • SACRAMENTO, CALIFORNIA 95814

MARCH 1986

THE CHALLENGE OF CHANGE: A REASSESSMENT OF THE CALIFORNIA COMMUNITY COLLEGES

This document contains the background papers developed by the staff for Commissioner use in preparing the report, "The Challenge of Change: A Reassessment of the California Community Colleges." The Commissioners used these documents extensively, but did not vote on or approve them.

The recommendations adopted by the Commission are included within each section for ease in reading. Commissioners wishing to record a no vote on specific recommendations have included letters in "Appendix A" of this document.

The Background Papers were reviewed, discussed, and edited within the staff. Each staff member had primary responsibility for specific sections: Demographics, Access and Success, and the References were the primary responsibility of Robert Palacio; Mission and Functions were the primary responsibility of Janis Cox Coffey; and Faculty and Administrators, Finance, and Governance were the primary responsibility of Jerome Evans. The overall editing, appendices, and formatting were the responsibility of Julia Fahrenbruch.

The report "The Challenge of Change: A Reassessment of the California Community Colleges," as unanimously supported by the Commission and presented to the Joint Legislative Committee for the Review of the Master Plan for Higher Education, is available as a separate document.

Lee R. Kerschner
Executive Director

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One Introduction

The California Community Colleges began with recognition by leading educators that many high school graduates who were unable to take up residence at a distant college or university might benefit from college-level studies close to home. In 1907, the Legislature authorized high school districts to offer college-level courses, and three years later the Fresno Board of Education established the State's first two-year college program. In 1921, the Legislature authorized creation of separate junior college districts, as they were originally called, wherever there was local interest in doing so.

The idea driving the junior college movement was two-fold: they would provide the first two years of instruction toward an undergraduate degree for students who would transfer to a four-year institution and they would provide vocational and technical training leading to employment for students who did not wish to pursue baccalaureate degrees. Underlying this was the idea that two-year colleges would be open to all, at little or no cost.

Because the junior colleges began as an extension of the secondary schools, a high percentage of their faculty and administrators came originally from teaching and administrative positions in the public schools. Salary schedules and tenure provisions were based on public school policy, and faculty participation in program planning followed the secondary school model rather than that of four-year colleges and universities. The junior colleges also mirrored the secondary schools in their funding structure, which was based primarily on local property taxes.

The end of World War II ushered in an era of growth and transformation in California higher education. During this period, the Community Colleges entered a phase of phenomenal growth in enrollments that began when thousands of veterans used G.I. Bill funds for postsecondary study and later accelerated as the "baby boom" generation moved out of high school and into college. In addition, the launching of Sputnik in 1957 sparked a new focus on higher education. By 1960, there were sixty-six Community College campuses with a total enrollment of over 340,000. As their enrollments grew, many of the colleges separated from their local high school districts to form their own districts. By 1964, fifty-six of the sixty-six districts operating junior colleges were separate districts with their own governing boards.

The 1960 *Master Plan for Higher Education in California* sought to bring order and reason to the rapid growth that characterized not only the junior colleges but also the state colleges, the University of California, and the independent colleges and universities. The recommendations of the Master Plan were concerned with structural, functional, and governance issues -- such as the appropriate size of the various institutions, their responsibilities, the pool of students from which each public segment could draw, and the areas each segment would be prohibited from entering. To accommodate the rapidly growing number of high school graduates who threatened to flood the four-year segments, the Master Plan recommended diversion of large numbers of students to the junior colleges. They became the initial point of entry for the majority of students seeking postsecondary education in California, and the cornerstone of the State's three-tiered public postsecondary education structure.

The "junior colleges" primary mission was to provide access to higher education for those students who did not achieve the academic record in high school required for admission to a four-year institution or who could not afford to live away from home while attending college, and for those who wanted vocational training that would lead to immediate employment. By admitting all high school graduates and others age eighteen and over who are capable of profiting from the instruction offered, the junior colleges enabled the two public four-year segments to continue their policies of selective admission.

When the Legislature authorized a statewide Board of Governors of the California Community Colleges in 1967, it also authorized local boards to change the designation of the two-year campuses from "junior college" to "community college." This reflected an official recognition that these institutions had become an indispensable part of the higher education system of California. California's tripartite system of public higher education had become the most widely respected and imitated model for public higher education in the nation. The Master Plan had committed California to providing a place in higher education for every high school graduate or eighteen-year-old capable of profiting. This commitment placed California in the forefront in the development of equal opportunity in higher education.

By the late 1970s, California's Community Colleges represented the largest college system in the country. This growth was, in part, a result of expanded educational opportunities for segments of the population that had not previously participated. The commitment to access was manifest in the creation of a wide variety of educational programs designed to attract and serve students from diverse backgrounds. Non-English speaking immigrants, ethnic minorities, those from educationally disadvantaged backgrounds, older working adults, and women seeking to reenter the workforce began to comprise a substantial proportion of the enrollments of many Community Colleges.

Today, the average Community College student tends to come from middle and lower socioeconomic backgrounds. Over half of the Community College students hold part- or full-time jobs while attending school, and a large percentage are also the first members of their families to attend college. There are also differences in the kinds of students served. Community Colleges reflect the diversity of the population within their communities: some serve a large number of immigrants; others serve a large number of older adults and retired persons; still others serve a more traditional student clientele interested in transfer.

While todays Community Colleges are the principal point of entry to postsecondary education for the greatest number of Californians, there are a number of issues confronting them. With the passage of Proposition 13 in 1978, the Community College funding base shifted from primarily local to primarily State-funded. The Community Colleges thus became the largest State-supported system of postsecondary education in California, with more General Fund support than either the University of California or the California State University. As a result, the Legislature began to question whether all of the various Community College functions were in the State's -- rather than the local communities' -- best interest. Some questions were raised about the appropriateness of having a largely State-funded system of Community Colleges primarily accountable to locally elected boards.

The open admission policy of the Community Colleges; their rapid growth and soaring costs; their broadening of mission and functions to serve an increasingly diverse student clientele; the shift from local to State funding -- all came together to force the issues of access and success, mission and functions, funding, accountability, and governance to the forefront of public and legislative interest.

Following several years of public debate, the Legislature created the California Commission for the Review of the Master Plan for Higher Education (SB 1570/Nielsen). In addition, the Legislature passed SB 2064/Stiern, which required the Commission to reassess the Community Colleges as its first priority and address the difficult public policy questions. The following papers focus on the major issues facing the Community Colleges: linking access and success; defining mission and functions; providing the best faculty and administrators; and governing and financing this major segment of California postsecondary education.

Two California's Current Socioeconomic and Demographic Composition

Several studies over the past five years have collected and analyzed information about the social, economic, and demographic changes taking place in California. An examination of these trends is essential to understand the changes likely to occur in the next two decades, particularly as they relate to the California Community Colleges.

Issues Statement

- Given the State's social, economic, and demographic composition, what implications can be drawn about the educational needs of the adult population?
- In what ways are the educational needs of the adult population likely to change?

Employment and Economic Considerations

American society has shifted from an industrial based economy to an information/service economy. As a result, the majority of the labor force is engaged in services such as trade, finance, transport, health, recreation, education, research, and government (Bell, 1973, p.15). This transformation will present significant challenges for California's population and educational system.

Job opportunities in manufacturing are shrinking because of factory shifts to developing nations and foreign competition, and because advanced automation in the workplace has eliminated many jobs. This country has the capacity to generate new jobs, but projections of employment by occupation suggest that many new jobs will occur in low-level service, clerical, and sales occupations. Moreover, a large number of these jobs may not provide upward mobility. Education remains essential to upward mobility and access to better jobs.

Postsecondary education will play a major role in "bridging" the work force with the job structure to produce economic growth. A highly trained work force, technological innovations, and responsiveness to changing economic conditions will be required components for continued economic expansion. An increase in technical and professional occupations will create job demands requiring traditional college education. New job demands will include computer programmers, systems analysts, teachers, health-related professionals, and market and sales personnel.

Furthermore, new jobs will most likely be generated by small businesses. Most of the innovative quality of the economy -- new products and services -- comes from this usually neglected area.

For California to compete economically, new products, new services, and new areas of expertise must be developed. This means that significant economic expansion will be required for the labor market to absorb people with appropriate skill levels. Postsecondary education must provide students with the ability to adapt to rapid change.

Implications

- A significant change in today's economy is the growth of professional and technical employment -- jobs that usually require college education. As these jobs become increasingly literacy-intense, individuals will need strong literacy skills to be employable in these areas.

- As society shifts from an industrial economy to an information service economy, many workers will be displaced. The Community Colleges will be called upon to retrain large numbers of workers in newly expanding fields.
- Community Colleges will be expected to improve the academic attainment of students and provide resources to those seeking to upgrade their skills or change careers.
- States and regions will continue to compete for basic industry jobs based on a variety of location determinants including labor force skills and availability. California has traditionally attracted business and industry because it possesses a large and well-trained labor force. Community Colleges will need to continue producing highly trained, up-to-date, and educated individuals.
- Community Colleges will need to strengthen linkages to State and local business and industry in course and program offerings.

Population Trends

In 1984, California's population exceeded 25 million. According to several projections, the State's population will have increased an additional 25 percent by the year 2000 (see Figure 1). This population growth will come from several sources: the national migration from east to west; immigration from other countries; and the State's birth rate.

Two important shifts in the composition of the population will occur in the next fifteen years: (1) general aging of the population; and (2) increases in the Hispanic and Asian populations (see discussion on ethnic characteristics).

As a result of several demographic factors -- increased life expectancy, the post-World War II "baby boom", and low birth rates over the past two decades -- California is becoming steadily older. By the year 2000, the median age will be 35.8 years and senior citizens will form 19 percent of the total population. This will have significant implications for all aspects of California's social, economic, and political life. Community Colleges have already seen a marked increase in older students.

Implications

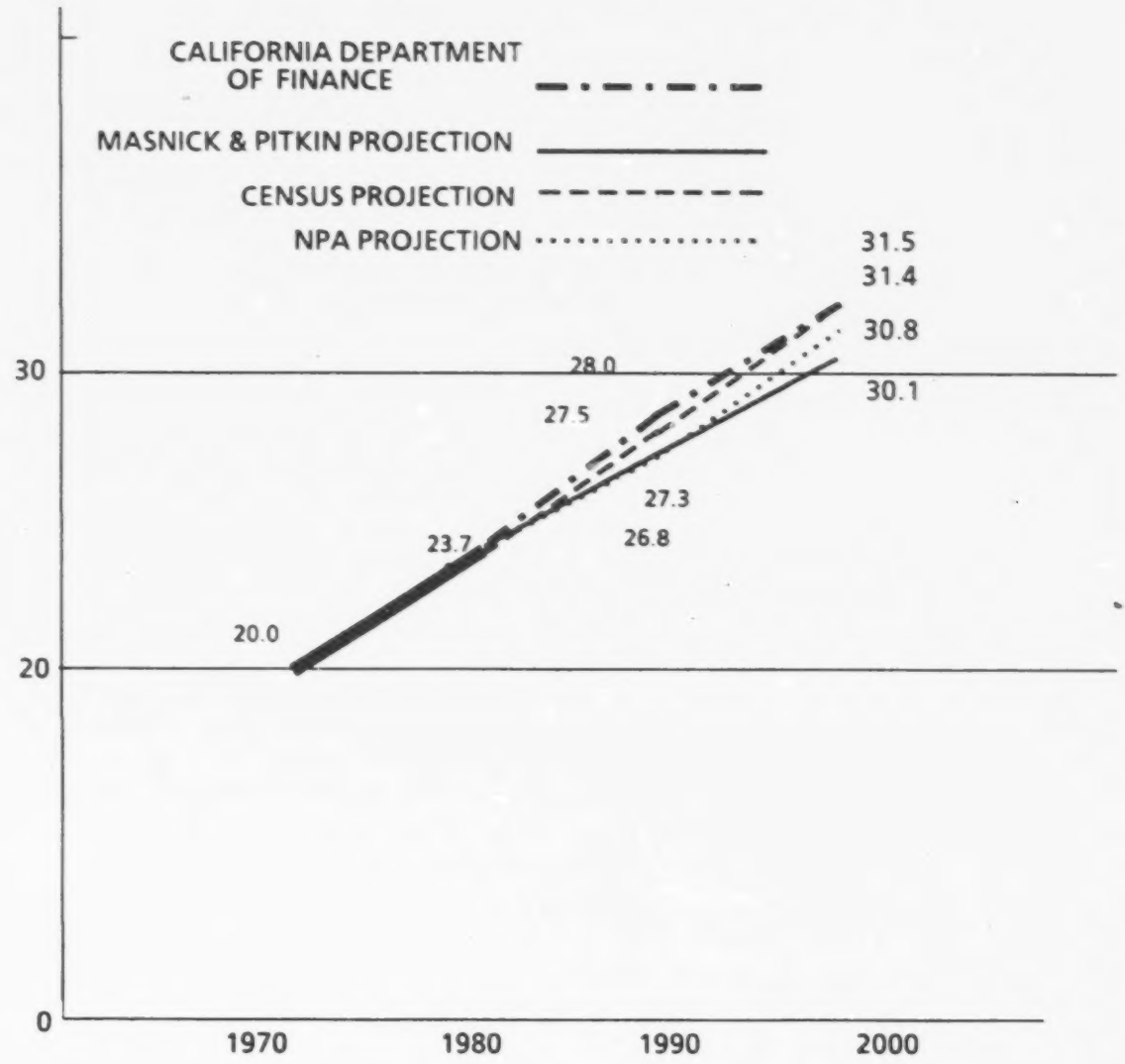
- California has a greater number of elderly than any other state in the nation. Many will endure loneliness, low prestige, poor health, and poverty. The forces of change have radically altered the traditional family system, yet these same forces have not resolved one inherent problem: a place for the elderly in a society of isolated family units.

This problem has assumed major proportions in the nation and California. The social security burden on the working population is likely to become substantial and the provision of health and social services for the elderly will increase. The postsecondary education system can expect to be called upon to train professionals and paraprofessionals in the rapidly developing fields of geriatrics and gerontology.

- The "older student" population trend has implications for continuing education, retraining, and leisure-related general education. Likely demands will be for more short-term courses on a part-time basis, at such times as evenings and weekends, in nontraditional, off-campus locations.
- Programs for senior citizens that include practical topics as well as special services where seniors can share their knowledge and experience in the community may need to be planned and developed.
- The demographic changes will produce fewer youth between the ages of fifteen and twenty-nine, resulting in fewer entrants to the work force. This age group, however, will be increasingly composed of language and ethnic minorities who will fill entry-level employment positions in all economic sectors.

Figure 1

POPULATION GROWTH, 1960 TO 1980, AND FOUR PROJECTIONS, 1990 TO 2000 CALIFORNIA



Sources: Adopted from Minorities in Higher Education: The Changing Southwest, California. Western Interstate Commission for Higher Education, 1984, p.7.

Ethnic/Racial Groups

California's population is being transformed from predominantly white to one that is increasingly diverse in its ethnic and linguistic characteristics. For example, in 1980 ethnic minorities comprised 33.5 percent of California's population. By the year 2000, ethnic minorities will comprise 46.3 percent of the total population (See Figure 2).

Factors contributing to these changes include: (1) Hispanic and Black birth rates that are higher than the national average; (2) immigration of Hispanics from Mexico, Central and South America; and (3) the immigration of Asians. Nowhere have the effects of these trends been more evident than in the State's educational system.

The racial/ethnic minority population as a percent of the population of California's major cities in 1970 and 1980 is shown in Table 1. The cities listed have experienced tremendous growth in the racial/ethnic minority population.

California's various ethnic groups arrived at different periods and their fates became interwined with the economic conditions of the time. Different groups have faced different opportunities and constraints. With the passing of time, many ethnic group members have been able to raise their economic conditions. However, this pattern is not automatic. Some segments of particular minority groups have experienced difficulty in upward mobility.

TABLE 1: Racial/Ethnic Minority Population as a Percent of the Population of California's Major Cities

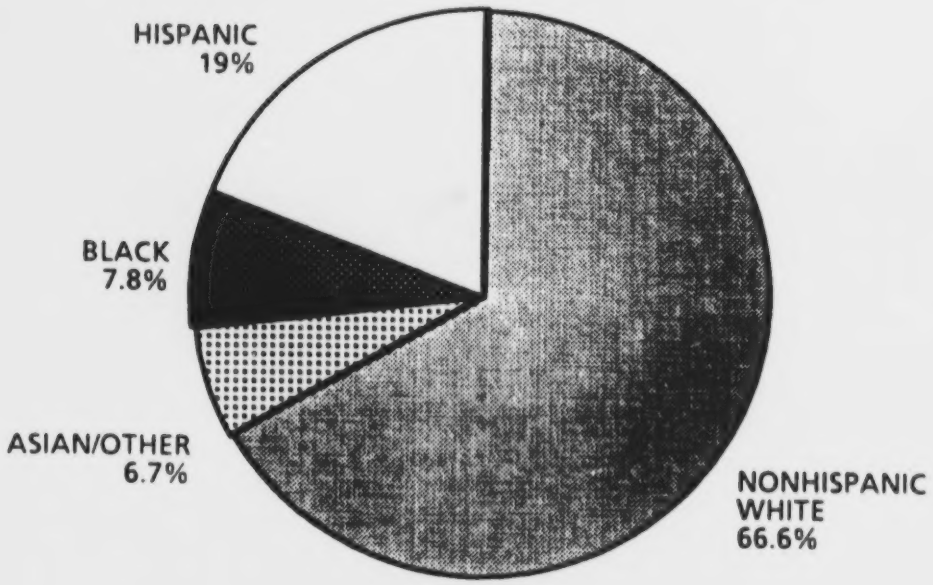
California City	Percent Minority 1970	Percent Minority 1980	Total 1980 Population
Los Angeles	37	52	2,966,850
San Diego	19	31	875,500
San Francisco	37	48	679,000
San Jose	21	36	629,400
Long Beach	13	32	361,300
Oakland	47	65	339,300
Sacramento	27	38	275,700
Anaheim	9	24	219,300
Fresno	26	37	218,200
Santa Ana	28	56	203,700
Riverside	17	26	170,900
Huntington Beach	6	15	170,500
Stockton	36	43	149,800
Glendale	10	26	139,100
Fremont	13	25	131,900
Torrance	9	21	129,900
Garden Grove	8	22	123,300
Pasadena	27	45	118,600
San Bernardino	34	43	117,500
East Los Angeles	88	96	110,000
Oxnard	39	57	108,200
Sunnyvale	14	25	106,600
Modesto	8	17	106,600
Bakersfield	27	29	105,600
Berkeley	34	36	103,300
Concord	6	14	103,300
Fullerton	9	21	102,000

Source: California Postsecondary Education Commission. *Background Papers to a Prospectus for California Postsecondary Education, 1985-2000.* 1985, p.123.

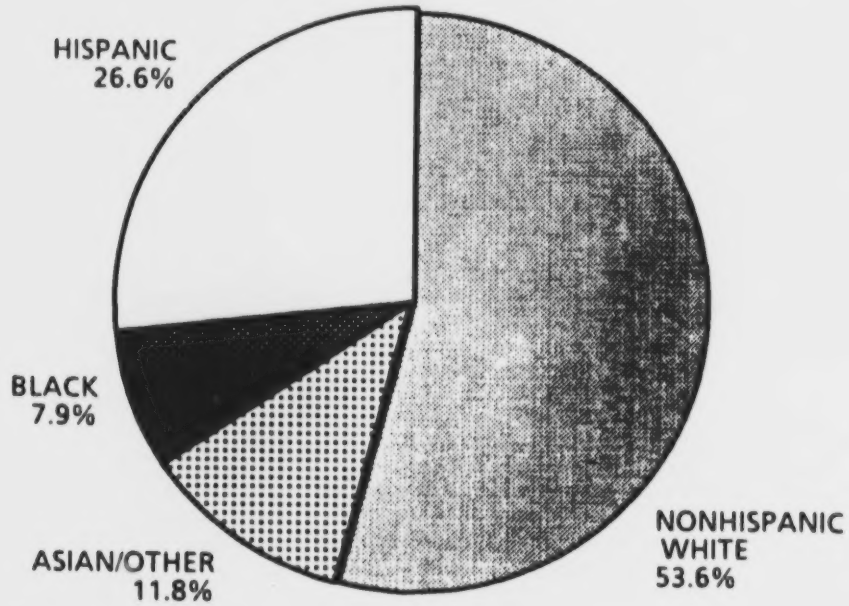
Figure 2

POPULATION BY RACE AND HISPANIC ORIGIN, 1980 &2000
CALIFORNIA

1980 CALIFORNIA POPULATION



2000 CALIFORNIA POPULATION



Source: California Deportment of Finance

Hispanics

The term Hispanic incorporates several distinct ethnic groups. It includes Mexican-Americans, Puerto Ricans, Cubans, and other Latino groups from Central and South America. California's Hispanic population is heavily Mexican-American. As of 1980, about 45 percent of all Mexican-Americans in the United States lived in California.

Social and economic forces operating against Mexican-Americans display a unique pattern. Initial agricultural development in California displaced the early Mexican settler. Further economic development and the extension of railroads into the Southwest created a demand for cheap and mobile labor which, in turn, stimulated massive migration from Mexico.

During the twentieth century, Mexican-Americans have become highly urbanized and now constitute a great proportion of the urban public school population. At the same time, Mexican-Americans experience high rates of unemployment, poverty, and continue to be underrepresented at all levels and in all segments of postsecondary education.

Blacks

Although the economic plight of many Blacks improved in California's post-war period through the 1960s, the last decade has seen only a slight change in their economic situation. Blacks are overrepresented in service occupations and as laborers and operatives, and their unemployment has remained at twice that of white unemployment. Blacks tend to be unemployed longer than whites in equivalent job categories, and they earn less in the same jobs as whites.

The relatively deprived economic position of Black Americans inevitably affects their educational experience. In terms of educational participation, Blacks lose ground relative to whites at each stage of the educational pipeline. Blacks are also underrepresented among graduate and professional school students, and Black participation rates in four-year segments have actually declined since the late 1970s.

Brief Overview of Blacks and Mexican-Americans

A discussion of Blacks and Mexican-Americans may include a brief overview of their common plight (partially adopted from Turner, 1978, p.266).

- The average yearly income for Blacks and Mexican-Americans is around 70 percent of that for whites; Mexican-Americans earn somewhat more than Blacks. This income gap has changed little since the 1960s.
- Income differences are reflected in the fact that members of these minority groups are three to five times more likely to be in a poverty situation than whites. In 1979, 20 percent of Black families and 16.8 percent of Mexican-American families in California had incomes below the nationally established poverty level ($7,412 for a family of four).
- Members of these minorities are all underrepresented in skilled blue-collar and white-collar occupations.
- In terms of total years of education, Blacks lag less than Mexican-Americans behind whites, but both receive considerably less education, on average, than whites.
- The life expectancy for members of these minority groups averages five years less than that for whites. Infant mortality rates, while declining, are still higher than those for whites.
- Members of these minority groups are three times more likely than whites to live in housing classified as dilapidated.

American Indians

American Indians are the racial minority with the longest and most complex relationship in American society. In the last century they experienced conflict with encroaching whites, suppression, and forced assimilation. After World War II, a policy of "termination of tribal dependency" and a program of moving American Indians from reservations into cities became federal policy. Urbanization, however, has not resulted in better conditions for many American Indians. Many experience high unemployment and school dropout rates and alienation.

Today, some American Indians are virtually assimilated, some are living in poverty in urban ghettos, and others live on reservations. This diversity is likely to continue.

While American Indians and Alaska-Natives constitute less than one percent of the State's population, California has the greatest number of any state in the nation. According to a report from the 1983 high school eligibility study, American Indian students have one of the highest rates of attrition (40%).

Asian-Americans

Available data indicate that, as a group, Asian-American students are not underrepresented in any segment of postsecondary education. Without undervaluing the very real achievements of this group, a closer look shows that their economic progress -- while substantial -- is also limited in revealing ways. Significant differences exist among the several Asian ethnic groups, with each having a different economic and educational background and level of language skills. For example, data from the 1980 Census indicate the dimensions of poverty among some Asian-Americans. These data are for the very broad, diverse category the Census calls Asian/Pacific Islander. That category mixes together the experiences of quite different groups, but the data are illustrative. In California, the state with by far the largest Asian/Pacific Island population, their rate of poverty was about 13 percent in 1979, well below the Hispanic and Black rates but well above the white rate (Currie and Skolnick, 1984, p.184).

In addition, a recent study in San Diego County of Southeast Asian Refugees by the Indochinese Health and Adaptation Research Project, UC San Diego, reports a statistical profile of a sample of 599 adults (Rumbout, 1985). The ethnic groups represented in the sample include Hmong, Khmer, Chinese, and Vietnamese. Based on U.S. poverty thresholds of $9,862 (1982) for an urban family of four, 92.8 percent of those refugees with less than three years residence, 79 percent with three to five years residence, and 32.5 percent with over five years residence in the United States earned income below this figure. Percent below poverty also correlates with years of education in the homeland, with those having no schooling representing the highest percentage (95.8%). When the internal differentiations of Asian-Americans are considered, the relative condition and achievement of each will provide a better description than conventional categorical statistics.

The diversity of Asian-Americans may be summarized as follows (partially adopted from Hodgkinson, 1985, p.7):

- Sixty percent of Asians are foreign-born. The average Japanese-American speaks English as his/her native language, while almost no Indochinese do.
- Approximately 30 percent of Asians arrive in the U.S. with four years of college completed -- 39 percent of all Asian-American adults are college graduates.
- Asian SAT verbal scores are far below white averages; however, their math SAT scores are far above whites.
- Because of increased Indochinese immigration, language problems among Asian-American youth will increase.

- Asian-American youth are heavily enrolled in public schools; a high percentage graduate and attend college.
- Because of their competence in math and the physical sciences, Asian-Americans represent a greater proportion of minority students at many of the highest rated universities.

Implications

- In the face of rapid change, many members of immigrant groups are still able to preserve some of their old ways of life while creating new lives in California. Many, however, are unable to adapt to new social demands and remain or become demoralized. California will need to find ways to enhance the integration and participation of disadvantaged minority groups and recent immigrants in its social, economic, and political structure. Community Colleges will be one important institutional link for members of these groups seeking to acquire the skills (language, vocational, and academic) for meaningful participation in society.
- There is today a solid and relatively well-established ethnic minority segment with broader socio-political interests than in the past. Access to postsecondary education and political participation has yielded elected officials at different levels, professionals, and managers in various fields. As minority groups grow and become integrated into society they will not be just another "special interest" group.
- Although equal educational opportunity efforts of the past have attempted to increase the number of minority students enrolling in postsecondary education institutions, the numbers graduating from college, including Community Colleges, or completing their educational programs has not substantially increased. Hispanics and American Indians continue to be more underrepresented at all levels and in all segments of postsecondary education than any other group. Blacks have attained equal representation in the Community Colleges, but they continue to be underrepresented in graduation and in transfers from those colleges.
- The underrepresentation of Hispanics, Blacks, and American Indians in colleges and universities increases with each succeeding level. It is unreasonable to expect proportional representation of these minorities in postsecondary education without more and varied efforts.

Limited-English Proficient Groups

While there are limitations in data due to different collection methods and divergent definitions, it is possible to estimate the number of limited-English proficient people in the State.

Approximately 5 percent of California's total population is limited-English proficient. About 12 percent of the public school enrollment and 80 percent of those enrolled in federally-funded adult education programs in the public school and Community College systems are limited-English proficient. About 90 percent are from Spanish or Asian language backgrounds (See Figure 3). As these ethnic groups have increased through immigration, so has the number of limited-English proficient persons (Consortium on Employment Communication, 1985).

The Standard Metropolitan Statistical Area (SMSA) or county distribution for limited-English proficient persons, as reported by the 1980 Census, the 1984 Public School LEP enrollment, and the 1982-83 Public Adult Education ESL enrollment is shown in Table 2 (Federal ABE-306).

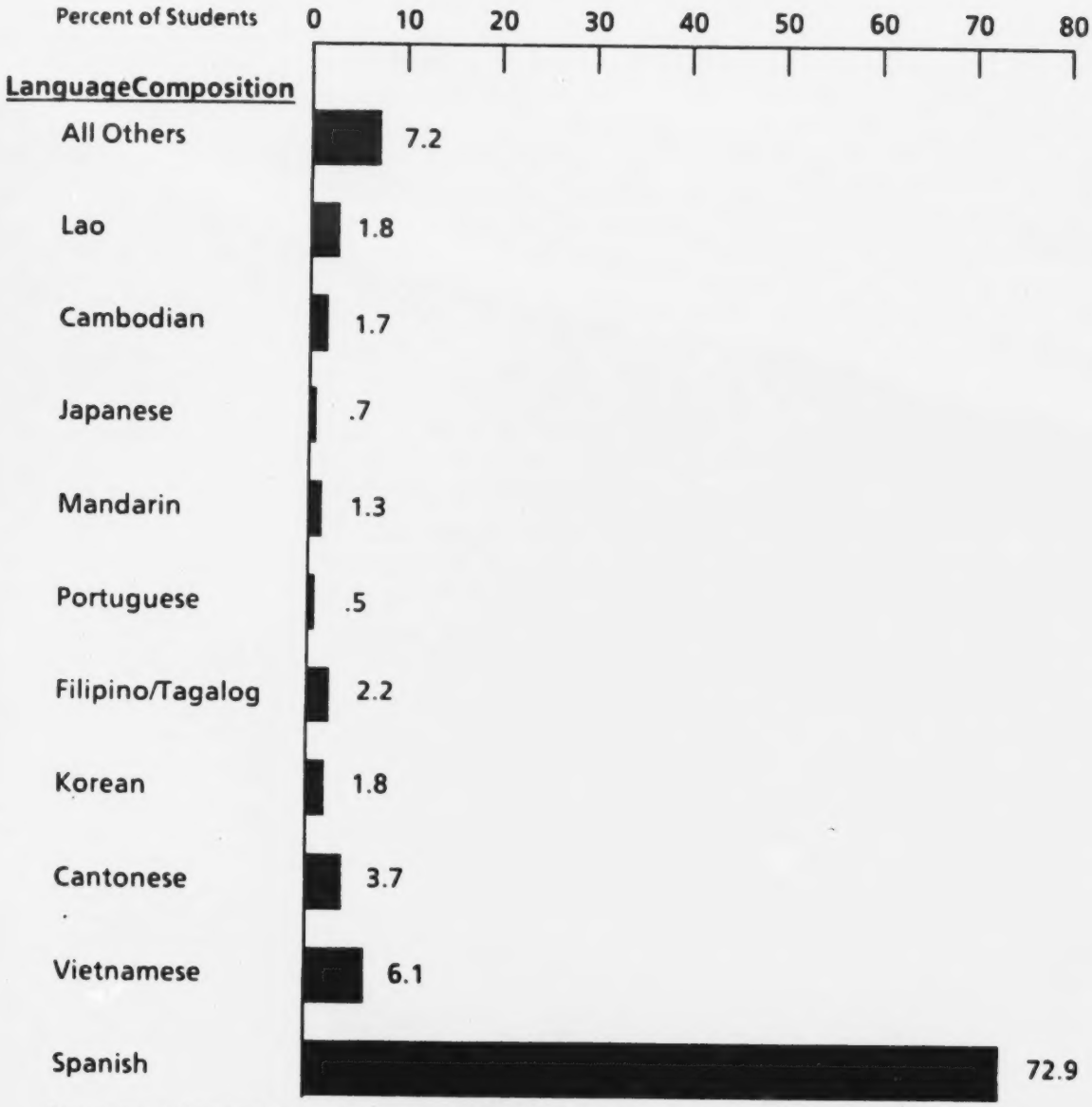
(See "Remedial Education" section for additional discussion on ESL.)

Implications

- With continued immigration to California, it is reasonable to expect the limited-English proficient population to continue to grow. At the same time, an increasing number of youths are acquiring English language proficiency in public school programs.

Figure 3

LANGUAGE COMPOSITION OF CALIFORNIA'S LIMITED-ENGLISH-PROFICIENT PUBLIC SCHOOL ENROLLMENT, 1984



Source: Adopted from Policy Analysis for California Education, "Conditions of Education, 1985, Preliminary Report".p.27

Table 2
Limited English Proficient Persons
in Selected California SMSA's and Counties by Selected Data Sources and Years

SMSA or County	Data Sources and Years: 1980 Census Number LEP	1980 Census % of Total SMSA Population	1984 Public K-12 LEP Enrollment Number LEP	1984 Public K-12 LEP Enrollment % of Total SMSA K-12 Population	1982-83 Public Adult Education ESL Enrollment (Federal ABE-306) Number of ESL Enrollees	1982-83 Public Adult Education ESL Enrollment (Federal ABE-306) % of Total ABE-306 Enrollees
Los Angeles/Long Beach	650,314	9	227,843	18	222,104	81
San Francisco/Oakland	122,559	4	45,892	10	71,431	81
Anaheim/Santa Ana/ Garden Grove	83,523	4	39,961	12	22,970	92
San Diego	63,378	3	32,968	11	18,088	84
San Jose	44,158	3	22,725	10	13,482	91
Riverside/San Bernardino/ Ontario	43,442	3	20,515	7	5,360	64
Fresno	30,556	6	10,498	10	1,321	64
Oxnard/Simi Valley/Ventura	27,918	5	9,522	9	1,921	67
Salinas/Seaside/Monterey	23,686	8	10,359	21	5,964	55
Bakersfield	20,024	5	5,410	7	1,831	93
Sacramento	19,816	2	9,862	6	5,050	70
Tulare and Kings Counties	22,672	7	7,152	10	2,026	51
Stockton	15,891	5	8,721	12	2,776	67
Imperial County	13,800	15	7,813	34	381	74
Santa Barbara/Santa Maria/ Lompoc	10,903	4	4,330	10	n/a	n/a

Sources: adopted from the Consortium on Employment Communication "Commnication, Culture, and Employability in California: Part I, Demographic Summary," 1985.

- Many limited-English proficient persons encounter barriers to success in both the job market and in education. Yet, non-English language background persons will increasingly constitute a substantial portion of the labor pool from which California will fill its job vacancies.

Family Patterns

In California, as throughout the nation, the family structure has changed dramatically. Perhaps the most dramatic shift in family life has involved the dissolution of marriages and the living arrangements of unmarried couples. In the United States, divorce rates more than doubled between 1965 and 1981. Today, it is estimated that one out of every two marriages ends in divorce (Masnick and Bane, 1980).

The percentage of unmarried men and women living alone or with nonrelatives has also grown. These nonfamily households are increasing at a rate faster than family households. Single persons, living alone, account for the majority of these households. Marriages are being delayed in favor of "living together." This has great implications for the population trends discussed earlier.

The increased divorce rate and tendency to bear children outside of marriage have also combined to produce single-parent families. Of every one-hundred children born today, only forty-one will live with both parents until the age of eighteen.

Two-working-parent families have also increased. Thirty years ago, 60 percent of the households included a father working outside the home, a mother at home, and two to three children. Today, only 7 percent of households reflect this profile. One factor related to working-parent families is the number of "latch-key children" -- those who are home alone after school when adults are not present. This situation has shown a major increase and will continue (Conditions of Education, 1985, [PACE], p.6).

Implications

- Though some argue that the family is losing its central role in American life, the trends are complicated. Divorce rates have risen but remarriages are also common, family and kinship ties are still highly valued, and there is a high-level of reported satisfaction with family life. Still, the consequences of family instability can be severe. Many of the problems faced by single-parent families are caused by lack of resources, which in turn have consequences for family members' educational achievement. An area that needs to be examined is the level of support services and flexible scheduling provided by Community Colleges to these families. This issue will become particularly significant in the coming months with the new "Workfare" Bill (see "Mission and Functions" section).
- Day care has become a primary necessity and parents are increasingly looking at public education institutions, including Community Colleges, as child care resources.

Women

The earning gap between women and men in America has remained relatively unchanged. Women still earn about sixty cents for every dollar men earn, and women's earnings tend to remain lower over the life cycle. These differences are only partly explained by women's educational level, work experience, or pattern of movement in and out of the work force. In fact, women with advanced degrees and considerable professional experience often find they are being paid less than men in the same or comparable positions. A major source of these inequalities is occupational segregation. The majority of women still work in stereotyped occupations that are substantially lower-paying than non-traditional or male-dominated occupations. Thus, despite substantial gains in their representation in managerial or administrative jobs, occupational segregation still remains the norm for the majority of women.

Occupational segregation, along with the low-level of support for single women with children, explains the increasing "feminization" of poverty in America. Families headed by women are disproportionately poor and their number is growing. This pattern is especially true among minority women whose households often exist below the poverty line. The result is an increase of children who are "at risk" from birth, not only in terms of health problems but in terms of their future as they enter the educational system in rapidly increasing numbers.

Implications

- Women's impact upon the work force and educational services will become more profound in the years to come. Social and family trends and changes in women's roles have already had a definite impact on Community College enrollments. Many women seek occupational training for the first time. Others need to retrain in specific occupational fields and will seek a college education. Many of these women will need both academic and financial assistance.
- The need for increased options for working women with children is acute. There will be the need to encourage women from all backgrounds -- particularly those from lower income -- to broaden their options and consider education and training in the more nontraditional occupations.
- At the Community Colleges, women have equal representation as students in terms of numbers, but are largely underrepresented in the math- related and science disciplines.
- The increasing participation by women as students in the Community Colleges has not included a substantial increase in the proportions of ethnic minority women, particularly Mexican-American.

Students With Disabilities

Programs for students with disabilities have been developed in all three segments of public postsecondary education in California. The Community College programs evolved from their historical connection with special education in the public schools, with whom they shared the same authorizing statutes, funding systems, and laws. Given this origin, the Community College programs today have a broader scope than those of the California State University and the University of California.

It was not until the mid-1970s that programs for students with disabilities came to the attention of the Legislature. In 1976, the Legislature passed AB 77 that established a new funding formula for Community College programs. The Legislature also passed Assembly Concurrent Resolution 201, calling on all three segments of public postsecondary education to develop plans for overcoming the underrepresentation of students with disabilities. The 1979-80 Budget Act included Supplemental Language establishing a special Task Force on Services to Students with Disabilities, which was charged with the responsibility for developing uniform guidelines for the allocation of these funds. The Task Force stated that "the objective of all statewide and segmental planning to provide educational and supportive services to students with disabilities should be to integrate or 'mainstream' the student into the general campus programs and activities as far and as quickly as possible. The ability of the student to function independently in the educational environment is the ultimate goal" ("Report of the Statewide Task Force on Services to Students with Disabilities" p.2). The Legislature received a report from the Task Force that contained the list of "core services" which were to be provided with State funding on each campus, as well as general guidelines for the operation and evaluation of the programs (see Table 3 -- Services for Students with Disabilities in California Public Education, CPEC, 1983).

TABLE 3: Comparison of 14 Core and Community College Services

Core Service	Community College Services
Interpreter Services	Interpreters for the Deaf
Reader Services	Reader Services
Notetaker Services	Notetaker Services
Mobility Assistance	Mobility Assistance Wheelchair Loaners Wheelchair Repair Services
Registration Assistance Priority Enrollment	Registration Assistance Academic Advising Registration Assistance
Special Parking Facilitation of Access to all Programs	Special Parking Resource Center for Disabled Students Vocational Counseling Personal Counseling Academic Advising Registration Assitance Peer Counseling Mobility Assistance
Access to Special Adaptive Equipment	TTY/MCM Devices Print Enlargers Adaptive Equipment
Referral to Appropriate On- or Off-Campus Resources	Resources Center for Disabled Students Vocational Counseling Personal Counseling Job Placement Recruitment/Outreach
Arrangements for Specialized Educational Materials	Resources Center for Disabled Students Diagnostic Learning Assessment Braille Transcription Tutorial Assistance
Establishment and Maintenance of a List of Available Readers, Interpreters, Notetakers, Mobility Assistants, and Attendants	Resources Center for Disabled Students Personal Counseling Off-Campus Transportation Services
Supplemental Orientation as Determined by Individual Needs	Resource Center for Disabled Students Vocational Counseling Personal Counseling Academic Counseling Peer Counseling Diagnostic Learning Assessment Vocational Capability Assessment Tutorial Assistance
Test-Taking Arrangements	Resource Center for Disabled Students Academic Advising Tutorial Assistance

Source: California Postsecondary Education Commission, *Services for Students with Disabilities in California Public Higher Education*. 1983, p.3.

For State funding purposes, the following disability categories and subcategories were recommended by the Task Force:

Physical Disability - Disability attributable to (a) vision, (b) mobility, (c) orthopedic, or (d) other functional impairment, to the extent that the impairment necessitates procedures of supportive services or programs to provide access to the educational process.

Communication Disability - Disability attributable to (a) speech, or (b) hearing impairment, to the extent that the impairment necessitates procurement of supportive services or programs to provide access to the educational process.

Learning Disability - Specific learning disabilities are disorders in which the individual's ability to process language, read, spell, and/or calculate is significantly below expectancy as measured by an appropriate professional or agency despite conventional instruction, adequate intelligence, and sociocultural opportunity. Specific learning disabilities include dyslexia, dyscalculia, dysgraphia, agnosia, and dysphia. Limitations caused by specific learning disabilities must impede access to the educational process in order to be considered a disability.

Verification of Disability - State funding of supportive services and programs for students with disabilities shall depend upon the number of students with professionally verified disabilities who are enrolled in each public segment and who request such services. A professionally verified physical, communication or learning disability means a condition certified by a licensed physician, psychologist, audiologist, speech pathologist, rehabilitation counselor, physical therapist, corrective therapist, or learning disability specialist. Where the nature and extent of the disability is obvious (e.g., amputee, blind, quadriplegic), the coordinator of the disabled student services program may verify the disabilty. In those cases where the coordinator is unable to verify the disability, the student shall either provide the verification documentation to the coordinator, or sign a release guaranteeing that the documentation, statement, or certification shall be made available to the college upon request to the appropriate professional or agency.

In 1982, the Community Colleges reported the highest enrollment of students with disabilities. A total of 51,026 represented 4 percent of the total enrollment. This compared to enrollments at UC of .9 percent and at CSU of 1.3 percent.

In 1979-80, the three segments of public postsecondary education spent a combined total of $22,734,728 to serve 39,970 students with disabilities, for a per student average cost of $569. (The average cost at UC was $931, at CSU was $509, and at the Community Colleges was $565.)

In July 1985, the Legislature passed ACR 3 directing CPEC to convene a committee representing the boards of public postsecondary education, the association representing independent colleges, and the State Department of Education to develop and adopt a plan to achieve the following goals:

- That the nondisabled/disabled composition of secondary school graduates eligible for admission to public four-year colleges, universities, and Community Colleges be similar to the nondisabled/disabled composition of secondary school graduates generally.
- That the nondisabled/disabled composition of students completing vocational technical programs or transferring from Community Colleges into four-year institutions be similar to the nondisabled/disabled composition of students entering Community Colleges.
- That the nondisabled/disabled composition of baccalaureate degree recipients from California colleges and universities be similar to the nondisabled/disabled composition of secondary school graduates.

Presently, differing views exist regarding supportive services and programs for students with disabilities. Questions have been raised with regard to the offering of special classes. Some critics

argue that these classes have no place in postsecondary education for they are not collegiate in nature. Others argue that learning disability programs should not be part of the disabled student program.

Supporters of special classes believe that disabled students' special needs require special solutions and providing those classes should be a responsibility of Community Colleges. It is argued that Community Colleges should make accessible to all students with disabilities those services and programs which are available to the general student body. It is also asserted that, due to certain conditions, individual students may require additional supportive services to accomplish their educational goals.

Enrollment and Graduation in the Public School and Dropout Rates

The enrollment potential of California's Community Colleges (as well as the State University and the University) is the product of the adult population and public school student enrollment.

Public school enrollment in the State declined through the 1970s, but has been rising steadily since 1981-82. It is expected that public school enrollment will rise through the turn of the century. The baby-boom generation has entered the prime childbearing years, and the children of this generation have expanded the size of early elementary enrollments. In addition, a considerable percentage of recent growth can be attributed to immigration from Vietnam, Cambodia, Taiwan, and Thailand, and from Mexico and Central and South America. It is estimated that by 1990, 4.6 million students will be public school students, an increase of 450,000 from 1984-85. The initial growth is coming in kindergarten through third grades, with some increases in grades four through eight by 1987 (Conditions of Education, 1985, p.16).

Over the past ten years the size of California's high school graduating class has declined 13 percent. According to projections by the Department of Finance, the size of the high school class will undergo a further net decline of 4 percent by the end of the decade. However, the graduating class is projected to grow 40 percent between 1990 and 1999. By that decade, the size of the graduating class will be 13 percent greater than any other graduating class in the twentieth century (California Postsecondary Education Commission, 1985c, p. 133).

The dropout rate in California is above the national average and the problem appears to be worsening. In 1980, of all seventeen-year olds in the nation, 74 percent had a high school diploma compared to 64 percent in California. According to one report "... more than 17 percent of all tenth graders are not enrolled by twelfth grade and that total attrition -- first grade through failure-to-graduate -- may run as high as 34 percent" (Policy Analysis for California Education, 1985, p.35).

While the dropout problem cuts across ethnic groups, there continues to be significant differences among groups in the rates of progression in the public school (See Figure 4). The proportion of Black students is roughly constant until grades ten through twelve, when it falls sharply. Hispanics have the highest dropout rate; nearly 29 percent of Hispanic students who complete the tenth grade leave school before graduation. The high school completion rate for Hispanics was lower in 1981 than in 1979 (Conditions of Education, 1985, p.40). So significant is the size of the Hispanic student population in the State that "if current attrition rates ... hold into the future, California's composite graduation rate will decline, and the size of its graduating class will be smaller than currently projected" (California Postsecondary Education Commission, 1985c, p.133).

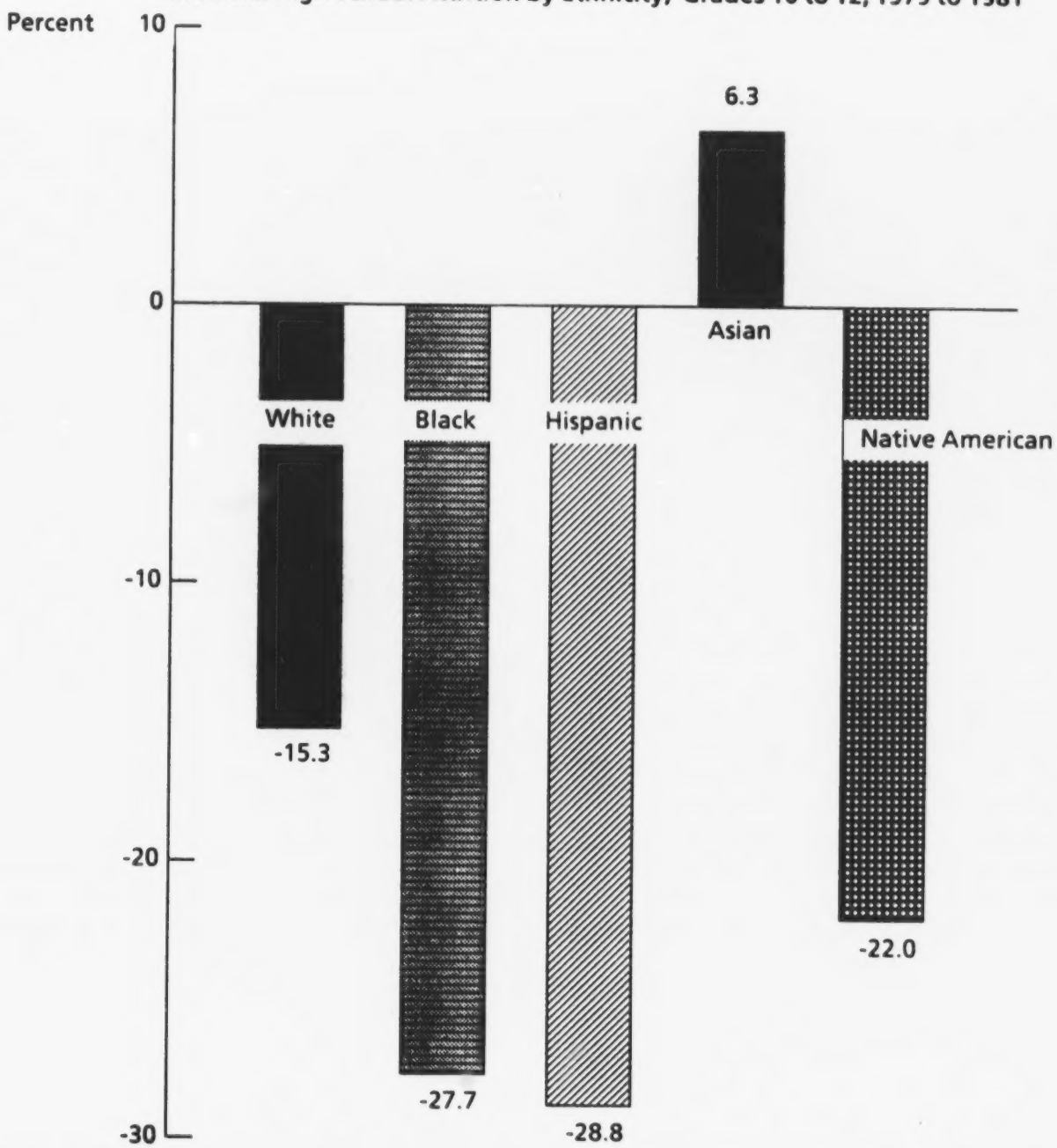
Eligibility and College-Going Rates

The findings of the California Postsecondary Education Commission's 1983 High School Eligibility Study are summarized below.

- The percentage of public high school graduates meeting the University of California and the California State University admission standards has dropped over the last seven years.

Figure 4

California High School Attrition by Ethnicity, Grades 10 to 12, 1979 to 1981



Source: Patricia R. Brown and Kati Haycock, Excellence for Whom? (Oakland: The Achievement Council, Inc., 1984), citing "Ethnic Data and Higher Education," Office of the Provost and Vice-President, California State University, Long Beach.

- Among all major ethnic groups, Black graduates are least likely to meet the University and the State University admission standards.
- Hispanic graduates are eligible at the University and State University at rates below the statewide average.
- White graduates achieve generally higher than average admission rates at the two universities.
- Asian graduates record the highest rate of eligibility for admission of the four major ethnic groups.
- Women are more likely than men to meet the University's and the State University's admission standards.
- Actual enrollment rates differ among graduates who meet the University's and the State University's admission standards.
- Even though more women than men meet the University's and the State University's admission standards, men are more likely to actually enroll.
- Among graduates who meet the University's and the State University's admission standards, Asian graduates are the most likely ethnic minority group to enroll.
- Black graduates who meet the University of California's admission standards enroll at a higher than average rate, while those eligible for State University admissions enroll at the overall average rate.
- White graduates who meet the University's and the State University's admission standards enroll at a rate lower than the statewide average.
- Among graduates eligible for admission at the two universities, Hispanic graduates are the least likely of all major ethnic groups to enroll.
- Among graduates eligible for admission to the University of California, Black and Hispanic graduates are more likely than white or Asian graduates to have failed to take required college entrance examinations.
- Hispanic graduates are the least likely of the major ethnic groups to take the college entrance tests needed to qualify for State University admission.
- Among the 1982-83 graduates of California's private high schools for which the Postsecondary Education Commission has information, one-third were eligible for admission to the University, and one-half were eligible for the State University.

Implications

- By the early 1990s, the number of high school graduates will increase. In addition, the composition of the high school graduating class will reflect larger numbers of youth from ethnic and socioeconomic backgrounds associated with low postsecondary participation.
- Minorities, especially Hispanics, are still underrepresented in postsecondary institutions and comprise a greater proportion of students dropping out of public schools. This is significant, since the greatest population growth in the next twenty years will take place among the minority population. The statewide issue is, if an increasing number of students of college age are not participating in postsecondary education, where is the highly trained work force going to come from?
- In the past, gains in minority enrollment in postsecondary institutions were made primarily through the federal government that ended discrimination practices, brought about expansion of student aid and related programs, and active recruiting. If further progress is to occur, it may be necessary to examine new avenues. One possible effort may be greater articulation between the

public schools, Community Colleges, and the Universities. Since Community Colleges are the entry point to postsecondary education for most minorities, the transfer function served by the Community Colleges is a key for access to four- year institutions. It provides an additional avenue of access for those who for one reason or another could not or chose not to enroll in a four-year institution. (See "Transfer Education" section.)

- There are many minority students who have the talent for college but not necessarily the preparation, and still others whose motivations have yet to be kindled. New and creative approaches will be required to reach these particular prospective students as they become an increasing share of the college-going component. Minority faculty can serve as models and mentors and are potentially important to these students' success.
- The reforms currently being tested in the public school and changes in admission criteria at CSU have great implications for the Community Colleges. If no mechanisms are used to ensure that the high school courses students take will truly encompass college preparatory curriculum, one possible result is that the Community Colleges will enroll even greater numbers of underprepared students.
- The intensity of these trends will vary by regions within the State. The Community Colleges will thus be affected by the potential clientele in their respective regions.

The Current Socioeconomic Composition of Community College Students

Dramatic changes in the pool of potential college students is occuring throughout the nation. The Carnegie Council on Policy Studies in Higher Education report ("Three Thousand Futures: The Next Twenty Years for Higher Education") points out that the student body in 1960:

> "was composed predominately of young majority males attending full-time. By 2000, there will be more women than men, as many people over 21 as 21 and under, nearly as many part-time as full-time attendees, and one-quarter of all students will be minorities. Roughly one-half of the students in the classroom of 2000 would not have been there if the composition of 1960 had been continued. This is a fundamental, almost radical change in higher education." (Quoted in Background Papers, CPEC, p.89.)

California is in the forefront of many of these changes. The demographic and social trends discussed carry tremendous implications for all postsecondary education, but the Community Colleges in particular. In fact, Community College students are more representative of the State's population than are students in the other postsecondary segments.

Who are these students? What are their social characteristics? In order to answer these questions we present a summary of findings from two survey studies -- "Student Socioeconomic Characteristics: Spring 1984", conducted by Field Research Corporation and the 1982-83 "Student Expenses and Resources Survey" (SEARS) conducted by the California Student Aid Commission and the California Postsecondary Education Commission.

Gender

In Fall 1982, 45.3 percent of all Community College students were men, while 54.7 percent were women. However, this distribution varied by credit load. The majority of full-time students (52.2%) were men, but those enrolled for less than full-time (52.2%) were women. Moreover, the majority of those taking noncredit courses (nearly 60%) were women (California Postsecondary Education Commission, 1985b, p. 13).

Age

There is a marked difference in the age structure of full-time and part-time students in Community Colleges. Full-time students tend to be younger than part-time students, and older students tend to be more represented in those enrolled for fewer than six units (California Postsecondary Education Commission, 1985b, p.1).

Marital Status

Community Colleges have the lowest percentage of single students, but the highest percentage of married students and single-parents of any segment. Also, more full-time Community College students tend to be single than part-time students (California Postsecondary Education Commission, 1985b, p.16).

Income

Access to postsecondary education is strongly dependent on socioeconomic background, and recourse to the Community Colleges is greatest for those of lower income. In 1982, more than 300,000 Community College students came from families with incomes under $12,000, or were self-supporting whose own income fell below that level (California Postsecondary Education Commission, 1985b, p.2). Thus, as a group, Community College students are less wealthy than students in the other segments

of postsecondary education in California. According to the report "Student Socioeconomic Characteristics: Spring 1984" (California Community Colleges, Chancellor's Office, 1984, pp.ii-iii):

- Those students who are dependent upon their parents say their parents' median income is below the median for Californians of similar ages.
- Self-supporting students report a median income that is below the median for all Californians.
- One of every ten self-supporting students is on public assistance. (This is comparable to the figure for all Californians.)
- Eleven percent of Community College students report receiving financial aid grants.
- Sixteen percent of students report that they borrow money in order to support their education.
- Most Community College students work regardless of their circumstances; i.e., regardless of whether they are dependent, self-supporting, full- time, or part-time.
- Four of every five students work.
- Half of those who work spend forty hours per week on their job.

Educational Objectives

- One-third of all students report they intend to transfer to a four-year institution.*
- Nearly one-half are enrolled for occupational skills.
- The remainder are enrolled for either basic skills or other purposes.
- Of every ten full-time students (multiple responses):
  - -- six say they want to transfer
  - -- five are training for an occupation
  - -- two are enrolled for basic skills or other purposes

* While many students express an intent to transfer, many alter their academic and career plans once enrolled.

Racial/Ethnic Backgrounds

The racial and ethnic backgrounds of Community College students are comparable to those of all Californians, except that Asians are overrepresented and Hispanics are underrepresented:

Table 4: Racial/Ethnic Composition of Community College Students Compared to all Californians

	Community College Students (Fall 1983)	All Californians (1980 Census)
American Indian	1.5 %	0.9 %
Asian/Pacific Islander	11.2	4.8
Black	8.7	7.5
Hispanic	12.9	19.2
Non-Hispanic White	62.9	66.6
Other	2.8	1.0

Source: "Student Socioeconomic Characteristics: Spring 1984," California Community Colleges, Chancellor's Office, 1984, p.iii)

- Asian students least often attend on a part-time basis; but, along with Hispanics, most often take noncredit courses.
- (This pattern reflects the large number of English as a Second Language (ESL) courses taught as noncredit.)
- Asian and Black students report the lowest incomes while non-Hispanic whites report the highest incomes.

Three Access and Success in the California Community Colleges

The Changing Definition of Access

The 1960 Master Plan: Access as an Organizational and Geographic Issue

The end of World War II ushered in an era of growth and transformation in California higher education. The G.I. Bill in 1946 and the launching of Sputnik in 1957 underscored several post war changes in higher education; namely, the phenomenal growth in enrollments, institutions, and financial support.

Yet, the process associated with rapid growth made public higher education in California vulnerable to conflict. It was the massive rate of growth in the student population, the increase in faculty, and the establishment of new campuses that inevitably produced tension and conflict over the roles, functions, and privileges among the three segments of higher education. During this period, California was characterized by internal competition -- between north and south, valley and coast, rural and urban, and one community with another. In this context, the State's educational institutions were regarded as sources of local wealth and prestige and communities and regions competed for campuses of their own. This continuing competition, as well as the absence of long-term policies for regulating the growth of the system of higher education, led to the commissioning of the Master Plan Survey Team in 1959. Entrusted with the responsibility of developing a comprehensive framework, the Master Plan Survey Team recommended policies by which California higher education could grow in a more orderly fashion (Smelser, 1974, p.34).

A fundamental problem for the Master Plan Survey Team was that of the projected rapid growth in student enrollment from 1960-1975. Closely related to this problem was how students would be distributed among the State's collegiate institutions. It was believed that unless restrictions were placed on enrollment growth at the state colleges and the campuses of the University of California, these two segments would be enrolling a much larger proportion of the State's total number of students. Moreover, the increase would be greatest in the lower division and, if left unchecked, would require enlargement of existing state colleges and University campuses. This, in turn, would necessitate "acquisition of added acreage -- often in crowded urban centers -- at excessively high costs" (Master Plan Survey Team, 1960, p.58).

The task of the Master Plan Survey Team was to obtain a formula that would do several things: first, guard the State and State funds against unwarranted expansion and unhealthy competition among the segments of public higher education; second, give the segments and institutions enough freedom to furnish the diverse higher education services needed by the State; third, determine the enrollment capacities of the state colleges and University campuses so that expansion of student growth could be integrated efficiently into California's tripartite system of public higher education.

The formula sought was developed in the recommendations of the Master Plan. The Plan recommended that the state colleges and University limit their lower-division enrollments by imposing specific eligibility standards for admission. The state colleges would admit first-time freshmen from the top one-third and the University from the top one-eighth of all graduates of California public high schools. The lower two-thirds of high school graduating classes could attend a Community College and later transfer to a four-year institution.

Thus, the recommendations of the Master Plan were concerned with structural, functional, and governance issues -- such as enrollment size of institutions, their responsibilities, and the areas each segment would be prohibited from entering.

With respect to the Community Colleges, the policy of open access had been previously stated by a series of reports. The Strayer Report in 1947 had listed a major purpose of the Community Colleges as "equal opportunity for post-high school education to all adults as well as youth." The McConnel Restudy in 1955 reiterated the Strayer Report and further recommended that new Community College campuses be established with adequate resources in underserved populous areas.

The 1960 Master Plan reaffirmed the mission and functions of the Community Colleges by laying down the following:

> The junior colleges admit both high school graduates and nongraduates . . . over eighteen years of age . . . capable of profiting from the instruction offered (Master Plan Survey Team, 1960, p.70).
>
> The public junior colleges shall continue to be part of the public school system of this State. The State Board of Education shall prescribe minimum standards for the formation and operation of public junior colleges and exercise general supervision over public junior colleges.
>
> Public junior colleges shall offer instruction through but not beyond the fourteenth grade level, which instruction may include, but shall not be limited to, programs in one or more of the following categories: (1) standard collegiate courses for transfer to higher institutions; (2) vocational and technical fields leading to employment; and (3) general or liberal arts courses. Studies in these fields may lead to the associate in arts or associate in science degree (Master Plan Survey Team, 1960, p.202).

The Survey Team was convinced that the percentage increase in the lower division should be highest in the Community Colleges. The Master Plan cited several reasons for this: (1) easy accessibility to students and the consequent reduction in cost to them, (2) the high scholastic records made in both the state colleges and the University by community college transfers, (3) the community college screening function of those most likely to succeed beyond the lower division, (4) the increased emphasis placed on upper division and graduate programs at the Universty and state colleges, (5) the diversion of a portion of lower division students from the state colleges and the University to the community colleges to aid in controlling the unmanageable size of certain institutions, and (6) the argument that cost per student to the state for both operation and plant are lower in the community colleges than in the state colleges and the University (Master Plan Survey Team, 1960, p.58-59).

This long study and negotiation that culminated in legislation formalizing the consensus reached among the three segments also established the conditions for the realization of two (often competing) values in American society. The values of "competitive excellence" and "egalitarianism" are two broad values that were integrated by the Master Plan formula (Smelser, 1974). Understanding the potential conflict of these two values is essential to understanding the framework for the subsequent growth of higher education in California and the debate over access.

A comparatively striking feature of American society is the tendency to identify standards of excellence with competitive achievement. A powerful belief is that individuals should have the freedom to achieve, by their own labor, a place commensurate with their talents. Because individuals differ in their natural endowments, motivation, and concept of what is desirable, competition is necessary. Excellence in education, individual recognition, courses, programs, and institutions are to be judged by the standards set by competitive achievement.

The avowal of "equality" and its practice has been a persistent theme in America. As American society developed, equality has come to mean the chance to get ahead regardless of one's origins. What was once the privilege of the few has been extended to the many. This evolution includes not only a free and universal system of education that provides the opportunity for people to raise their stations in life, but also the belief that institutions should enhance a sense of personal dignity for all.

From this perspective, access to and equal participation in education is a step toward the elimination of anguish that results from negative images and moods of despair, created by unequal social positions.

Both of these values are historically inseparable parts of the American tradition, but for all their affinity their union has often posed perplexing dilemmas. In fact, the attempt to institutionalize both sets of values and to mediate the tension between them has been one of the main features of public higher education in California.

In the 1960s, the tension was greatly reduced by the Master Plan with its emphasis of functional and eligibility differentiation among the three segments. "Competitive excellence" was promoted by raising the standards for admission to the lower-division in the state colleges and the University. "Egalitarianism" was promoted primarily through the establishment of Community Colleges in locations accessible to State residents, the philosophical position of low or no fees, and by the Master Plan's reaffirmation of the open door for the Community Colleges. Community Colleges would give the people of the State an opportunity to continue their studies close to home and they would either carry students through the first two years of college courses, enabling them to transfer to four-year institutions to complete their studies, or they would provide them with terminal education offerings of a broad vocational and general content.

1970s: Access as an Equal Opportunity Issue

The Master Plan for Higher Education had created the conditions under which the three segments could meet their obligations, while avoiding destructive competition. At the same time the Community College leadership eagerly sought more colleges, programs, and facilities. Open access became a viable and justified part of the colleges' philosophy as they expanded to become comprehensive institutions. Through the 1960s and the 1970s, the Community Colleges absorbed more students than the state colleges and the University combined. The number of Community Colleges increased from sixty-six in 1960 to ninety in 1969, and the average enrollment per Community College campus increased from 4,846 to 8,027.

During the seventies, the issue of inequality in America, rediscovered in the sixties, emerged more sharply. The Civil Rights movement begun in the 1960s had brought public attention to racial and ethnic discrimination and other forms of social injustice. The emphasis on higher education as a gateway to equality and a better place in society, became the central theme of social policy. Federal and state agencies officially adopted policies designed to rectify conditions faced by the more seriously disadvantaged groups. Numerous programs were implemented to assure success for these students, and major efforts were made by all three segments to expand their services. The rapid growth of Community Colleges was providing local opportunities for minorities and working class individuals to obtain additional education.

The gains by minorities and women in securing access to higher education during this period, as measured by an increase in numbers, were in large part the result of the struggles that were waged during the late 1960s and early 1970s over the issue of inequality. In addition, many in California higher education had become conscious about the need for achieving equal opportunity.

During the 1970s, certain value themes emerged that became part of a perspective for examining the conditions of higher education in general and access to these institutions in particular. One theme was that unless ethnic minorities and women are trained at California colleges to be eligible to fill skilled jobs, the State will have difficulty maintaining economic and technological growth. A second theme was that educational opportunities for ethnic minorities and women will enhance the education of all students and prepare them for life in a culturally and linguistically pluralistic society. This theme encouraged acknowledgement and acceptance of distinctive values, culture, and language skills of differing groups. A third theme was that equal educational opportunity and

quality of education are compatible goals. It was believed that educational excellence and equality of opportunity are inseparable, mutually consistent, and mutually attainable goals.

Whereas in the early 1960s the access issue was one of capacity and differential admission standards, by the 1970s it had become an issue of equal opportunity for disadvantaged groups and women in higher education. This was a new meaning of access that came to be considered by many as right and proper and in the general interest of the State.

Reports on Access and Equity

Within this context of social and political change, the Master Plan itself was criticized for not meeting the needs of specific underrepresented groups. In the late 1960s, the report entitled "The Challenge of Achievement" (1968) had questioned the Master Plan for not being a plan but a compromise "package" expressing the claims of each segment. The report argued that the Master Plan formula had "shut out large numbers of people who are no longer willing to have their aspirations and expectations stifled." And it asserted that California must acknowledge the challenge of minority and disadvantaged student aspirations and to seek to move further toward the equality of opportunity. To meet these aspirations, the report recommended that a comprehensive, large-scale State Equal Opportunity Program be established on a statewide, regional, and campus basis and with financial support.

The 1973 "Report of the Joint Committee on the Master Plan for Higher Education" also questioned several of the original assumptions of the Master Plan. The most significant criticism was that the assumptions were dictated by institutional aspirations rather than by individual need or any well-articulated educational philosophy. It also criticized assumptions behind the idea of segregating by academic ability.

In 1974, the Legislature adopted Assembly Concurrent Resolution 151, which requested the Regents of the University of California, the Trustees of the California State University and Colleges, and the Board of Governors of the California Community Colleges to prepare plans for "addressing and overcoming, by 1980, ethnic, economic, and sexual underrepresentation in the make-up of the student bodies of institutions of public higher education as compared to the general ethnic, economic and sexual composition of recent California high school graduates." ACR 151 instructed the California Postsecondary Education Commission to report periodically on progress toward this goal, identify obstacles inhibiting its achievement, and present recommendations about it.

The Commission's reports, produced over a period of four years, reveal a changing pattern of emphasis with respect to student affirmative action. The initial report on equal educational opportunity in California postsecondary education (in 1976) was critical of the segments' student affirmative action plans. The report concluded that the plans prepared by the segments did not provide an adequate basis on which to develop a coherent statewide plan. It pointed out that Black and Spanish-surnamed students continued to be underrepresented in public postsecondary education. And the report argued that increased financial assistance should be provided for "(1) recruitment programs to increase the admission-eligibility pool of underrepresented groups, and (2) expanded student support services to promote successful educational experiences for those admitted to public postsecondary institutions" (California Postsecondary Education Commission, 1982, p.33).

The second report, published in 1977, concluded that evidence indicated little progress in the previous four years. The proportion of ethnic-minority enrollments in public postsecondary education was still low and the report stated that the ACR 151 goal of ethnic representation of recent California high school graduates "will not be achieved by 1980." Yet, the report acknowledged that considerable effort had been made by the segments. The reason for the lack of progress was not a lack of commitment to the goal of equal educational participation by the public institutions. Rather, other factors beyond the control of the institutions were responsible for lack of ethnic minority success. These factors included problems of unemployment and inflation, the inclusion of federally funded aid

programs to students attending accredited independent institutions, the high secondary school dropout rate for disadvantaged minorities, and the inadequate public school preparation of many ethnic minorities from low-income communities.

The third report, published in 1980, offered several conclusions. One significant conclusion was that the "goals of ACR 151 will not be achieved until a larger proportion of ethnic minority and low-income students (1) receive better academic training in grades K-12, and (2) graduate from high school" (California Postsecondary Education Commission, 1982, p.34).

Several recommendations were offered to meet these problems. First, the report called for greater efforts (articulation) between the postsecondary segments and the Department of Education in improving the academic motivation and preparation of ethnic minority and low-income students. Second, it called for better coordination of resources and more extensive evaluation of student affirmative action programs, in order to identify those strategies which had been either successful or unsuccessful in expanding educational opportunities. Third, the need to place an expanded emphasis on assisting nontraditional students in (1) transferring from two-year to four-year institutions, and (2) persisting in college through the completion of a baccalaureate, master and/or doctoral degree (California Postsecondary Education Commission, 1982, p.34).

Each of these reports had documented the lack of progress in expanding the enrollment of ethnic minorities and women and the need for affirmative action. But a change in emphasis can be followed. While the reports pointed out that the postsecondary community is committed to student affirmative action, more effort was needed to increase and improve the academic preparation of minority and other low-income students. In a subtle way, the last two reports acknowledged the difficulty and tension between the values of equality of opportunity and educational excellence.

Through the 1970s, California's three-tiered system of public higher education represented a great social and cultural achievement. It became the most widely respected and imitated model for public higher education in the nation. The Master Plan had committed California to providing a place in higher education to every high school graduate or eighteen-year-old able and motivated to benefit. This commitment placed California in the forefront in the development of equal opportunity in education. The Community Colleges became the primary locus for the institutionalization of the values of egalitarianism and cushioned the higher education system against the tension between open access and quality. Yet, this very same commitment required a set of arrangements which made differential quality among the three segments inevitable. The commitment to equal opportunity at the Community Colleges made it relatively more difficult for these institutions to establish quality controls.

1980s: Access Amid a New Tension Between "Competitive Excellence" and "Egalitarianism"

In the 1980s, the tension between "competitive excellence" and "egalitarianism" has come to the forefront in the Community Colleges. The earlier tension involved the functions of the three segments and the Community Colleges provided a way out by admitting all adults while the universities became more exclusive. But this tension is now endemic to and pervasive in the Community Colleges, and is often played out between the instructional and student service components. This tension is connected on the one hand with a greater upsurge of underrepresented members of society wishing to participate in higher education, and on the other by tight budgets, increased scrutiny of the value of all publicly supported activities, and the trend toward greater reliance on excellence indicators.

By the 1980s, the California Community Colleges represented the largest college system in the country. One-half of all California adults had attended a community college. This growth was, in part, a response to pressures for expanding educational opportunities for segments of the population who previously had not been involved (including nontraditional students). Yet, the whole principal of open access would undergo severe strain and extensive questioning by the mid 1980s, as a result of social, economic, and political pressures impinging on the Community Colleges.

First, toward the end of the 1970s, public attention in California shifted to reducing the taxes of individuals. In 1978 California voters passed Proposition 13 that mandated a major reduction in property-tax rates in the State. The passage of this initiative sharply curtailed district taxing ability, and in 1982-83 there was also a $30 million State budget cutback for the Community Colleges (see "Finance Section" for discussion).

Second, between 1970 and 1980, California public schools experienced dramatic declines in student enrollment. Statewide school enrollment had reached a high of 4.5 million in 1970, but by 1980 enrollment had fallen to 3.9 million, a 13 percent decrease (Policy Analysis for California Education, 1985, p.1). This decrease occurred at a time when the State University and the University made great efforts to recruit and increase numbers of first-time-in-college freshmen. The shrinking size of the traditional college age cohort resulted in increased competition for students among the segments. This and other factors such as the mandatory enrollment fees, the drop fee, improved employment opportunites, and more rigorous probation and dismissal policies at some Community Colleges combined to create a reduction in the number of students enrolled for credit.

Third, the Community Colleges have attempted to halt or reverse the decline in enrollments by encouraging more people to enroll. This, however, has had some negative consequences. "Open door" access meant access to a more diverse student population that presented new educational problems. The open door policy had been valuable for those described as "late bloomers" who can do better academic work than their high school record implied. But it has not been helpful to the majority whose high school records indicated severe academic underpreparedness. For such students, the "open door" usually became the "revolving door" (Jencks and Riesman, 1969, p.488).

Emphasis on Quality/Excellence

In postsecondary education, a shift is occuring from an emphasis on issues of access/equity to a concern with issues of quality and budgetary constraints. For many, access has been achieved and educational quality is now the goal. In a period of limited resources decisions have to be made, and for many the option is for quality instead of access. Thus, many believe the issue before California is not increasing access to Community Colleges, but how to limit access and who will be limited.

Critics charge that the Community Colleges are accommodating too many underprepared students who are ill-equipped to handle college work. They claim that during recent years, the colleges have unilaterally expanded both mission and functions beyond what was envisioned in the 1960 Master

Plan. Community Colleges are viewed today as trying to be everything to everybody, as having too broad a scope, and as a result have "watered down" requirements, courses and grades, eroding excellence and academic standards.

Today's concept and practice of access that includes undereducated and culturally diverse students among others, has brought consequences not altogether foreseen. The Community Colleges are viewed as struggling to educate problem learners who have many academic deficiencies and limited motivation. Not only is there a continuing backlog of educational problems; there is also the case that social and economic conditions create a more "high-need" student population with intense problems for the Community Colleges.

Because of the diverse backgrounds of students, new dimensions to education present significant challenges for the institution's traditional academic and vocational functions. With reference to this question, one topic that frequently arises is the place of remedial education in Community Colleges. Many believe that Community Colleges should reduce the need for remedial education in the institutions by tightening up college admission standards (see "Remedial Education" section for discussion).

Emphasis on Access/Egalitarianism

The dilemma facing the California Community Colleges comes at a time when these colleges are seen by many as the key vehicle for the democratization of higher education. Many supporters of open access claim the major elements of the mission have remained consistent and heralded their growth as one of the best developments in postsecondary education. But with decreased emphasis on open access, many express alarm at the prospect of drastic declines in minority student enrollment in the coming years. Without open access, many believe the Community Colleges will not provide equality to the maximum extent possible, nor play the role they should play in a democratic society.

Community Colleges are viewed as truly democratic in that they are local, readily accessible, and geared to meet a wide range of educational needs. The emphasis on various program elements, it is claimed, changed over time to respond to the special needs of the many communities the colleges serve. That responsiveness has produced a diversity among the Community Colleges. The question before California is -- is the State ready to put in place those elements and supports that will continue to provide access on an equal basis, regardless of economic, racial, linguistic, and educational backgrounds?

A major concern of those who oppose limiting access is that some groups will not be drawn into full participation in society. Postsecondary education has always been a principal key to social mobility. It is asserted that the Community Colleges are a critical part of society's economic safety net, providing advancement for hundreds of thousands who never had a chance at college before. It is also argued that the Community Colleges offer a second chance for those who dropped out or who were not adequately educated. The Community Colleges are thus viewed as enabling all these groups to become more self-sufficient and to enter the economic and political mainstream.

Recent Legislation

The changes we have reviewed with respect to social and demographic trends in the State and the implications they carry may intensify tensions between access and quality. These two competing value standards create a potential for criticism and conflict. Limiting access and tightening up admission standards may be attacked for not being democratic, but an attempt to be totally open is vulnerable to attack in the name of quality. Without a legitimate solution, the tension between open access and quality may likely produce conflict among different groups in the State.

Because of this tension and the possible conflict ramifications, a legitimate solution is crucial. We saw how ACR 151 established goals for minority student participation in postsecondary education on parity with the percentage of minority student high school graduates. The year 1980 was established as the date when such parity was to be achieved. This did not occur. Now, in the mid 1980s there is realization that unless students receive better academic training in grades K-12, graduate from high school, and receive improved assessment, counseling, and placement, the goals of equal educational opportunity and quality of education in the postsecondary segments will not be attained.

Recently, in response to growing concern about the substandard performance of California's high school graduates on standard achievement tests, the Legislature established significant reforms directed at the quality of academic preparation at the secondary level through passage of SB 813.

ACR 83 renewed California's commitment to equality of opportunity for all students, especially low-income and ethnic minority students. It asked the respective boards of public postsecondary education, the association representing independent colleges, and the State Board of Education to work through a task force chaired by the Director of the California Postsecondary Education Commission, to develop a plan that would:

- Significantly strengthen the college preparation of low-income and underrepresented ethnic minority students in junior and senior high schools so that, by 1990, the income and ethnic composition of secondary school graduates eligible for admission to public four-year colleges is at least equal to or greater than the income and ethnic composition of secondary school graduates generally.
- Sufficiently expand and reorganize necessary academic and student support activities at the Community Colleges as well as expand the necessary cooperative activities by the four-year institutions so that, by 1990, the income and ethnic composition of students completing vocational technical programs or transferring from Community Colleges into four-year institutions is at least equal to the income and ethnic composition of students enrolling in Community Colleges.
- Sufficiently strengthen and reorganize the necessary academic and support services so that, by 1995, the income and ethnic composition of baccalaureate degree recipients from California's colleges and universities is at least equal to the income and ethnic composition of secondary school graduates in 1990.

Recently, the Intersegmental Policy Task Force on ACR 83 published its recommendations in "Expanding Educational Equity in California's Schools and Colleges" (1985). The Task Force made eight recommendations believed to ensure that California's low-income and minority students have the same opportunity to graduate from high school, complete college, and earn bachelor's degrees. The Task Force views the educational system in California as one continuum that should involve collaboration and articulation among all segments. From this perspective, the recommendations call for greater clarification of responsibilities from the public school through postsecondary education.

A New Strategy

Each postsecondary education segment strives for excellence in its sphere, but the different admission policies make differential quality among the segments almost inevitable. The Master Plan formula poses a particular dilemma for Community Colleges. They are faced with the challenge of helping prepare an increasingly diverse student population for successful and productive lives in an increasingly complex society. But open access has made it more difficult for the Community Colleges to maintain quality education.

As the Community Colleges continue to enroll students with different educational backgrounds and preparations, California must find a new strategy that brings together equality of opportunity and educational excellence. It is not enough to say that these two goals are mutually attainable and consistent. They must be planned for and brought together by appropriate assessment, counseling, and placement of students at the time they enter the Community College, to help assure their success in achieving a meaningful education.

The new initiative of assessment, counseling, placement, and follow-up should be the concern of the entire college, not just the professional counselors. All share in the responsibility for providing support and quality education. An individual's performance and potential is too broad to address with single measures. Assessment of competencies should include a wide variety of techniques -- interview, review of experience, in-depth analysis of deficiencies -- in addition to standardized tests. Assessment must evaluate educational needs, as well as measure capabilities of individual learners in order to design an academic and support service program that is appropriate.

The caring attitude of faculty and the high quality of teaching are particularly important for student success. Instructors must increase their expectations. Students can be persuaded to seek success. Instructors have the responsibility to assist students by providing regular office hours, effective classroom instruction, and a positive environment for learning. The task is not only to build the academic skills of students, but to enhance their perception of themselves as learners.

Quality and excellence are part of both an academic and vocational education. Courses and programs of high quality are essential if, upon completion or graduation, Community College students are to demonstrate a desired level of competence. Academic standards for all educational courses and programs must be established. The development of intellectual and cognitive skills are part of the quality of education. Teaching intellectual skills, such as the abilities to analyze, to draw inferences, to solve problems, and to create is part of quality education. To develop the talents of students to their potential and to expand their opportunities should also be a desired outcome of quality education.

Students, in turn, are expected to take responsibility for their education. Students should be responsible for seeking assistance from available resources, developing good study habits, attending classes regularly, and completing assignments. Student success is related to preparation, hard work, motivation, and a sense of responsibility.

If open access Community Colleges and the increased effort in assessment, counseling, and placement are to succeed, there must be funding and support. Community Colleges will need the quality of resources to improve the education of students whose needs pose increasingly difficult challenges.

Recommendations

The Commission considered these questions in the context of a full range of options for Community College admissions, from open to selective. After consideration of available research and extensive public testimony, the Commission recommends:

1. **That the Governor and the Legislature join in a reaffirmation of open access to the California Community Colleges as a cornerstone in the State's efforts to provide equal**

opportunity to all high school graduates and others at least eighteen years of age capable of profiting from the instruction offered.

At the same time, the Community Colleges must take specific steps to improve academic quality and student success.

The Commission recommends:

2. **That the Board of Governors combine open access with clearly defined academic standards. In consultation with the colleges and the Academic Senate, the Board shall cause to be established minimum academic skill levels appropriate for the different types of courses and programs offered, as well as strengthen current probation and dismissal standards for students. Students needing academic assistance or additional preparation should be provided access, through remedial programs, to enable them to enter college courses in a reasonable period of time.**

3. **That the Board of Governors require a mandatory assessment, counseling, placement, and follow-up program in the California Community Colleges, and that the Legislature and Governor provide adequate funding for the program. This program must be accompanied by access, if needed, to remedial education as recommended later in this report.**

Four Mission and Functions

Echoes from the Past and a View toward the Future: Redefining Mission and Functions

Access and quality; open and selective admissions; competitive excellence and egalitarianism: the key to linking these disparate elements of California's postsecondary education system lies in the mission and functions of the California Community Colleges. Just as the definitions of access have changed since the 1960 Master Plan, from access as the "freedom to fail" to access as the "opportunity to succeed," so have the mission and functions of the Community Colleges changed to meet the needs of new students and new times.

If the complex questions surrounding access can be reduced to "access for whom?", those surrounding mission and functions can be stated as "access to what?". In 1960, the answer seemed relatively easy: the mission of the State's junior colleges (now Community Colleges) was to provide initial access to higher education for those students who did not have the academic record from high school to attend the University of California or the state colleges (now the California State University), who could not afford to live away from home while attending college, or who wanted vocational training for entry into the job market rather than a baccalaureate degree. The primary functions of the junior colleges cited in the 1960 Master Plan -- transfer and vocational education -- were an outgrowth of this view of the mission. Adult education, remedial education, and community service, while clearly mentioned as functions of the junior colleges, were not considered to be as central to the mission as transfer and vocational education.

The functions also reflected the demographics of the 1960 student clientele: a rapidly growing number of recent high school graduates who, even if they were eligible for the University or state colleges, simply could not be accommodated due to the limited number of places for entering freshmen. The 1960 Master Plan emphasized the important mission of junior colleges in providing access to California's higher education system, and determined that increasing their numbers would be in the students and State's best interest.

Just as the definition of access has changed in the past twenty-five years, largely due to changes in the student clientele, so have the definitions of mission and functions changed. Due to their open-access nature, the Community Colleges -- more than any other segment of postsecondary education -- have broadened their mission and functions to include areas unheard of in the 1960 Master Plan. Courses and programs in English as a Second Language for recent immigrants; avenues of entrance for "returning women"; courses and programs for older and retired persons; adult basic education and literacy training; avocational, recreational, and leisure-time activities for community members; and programs to meet the needs of older, working students and "lifelong learning" clientele: all became additional functions of many of the State's Community Colleges. This broadening of mission and functions often came at the behest of the public through the State Legislature, and was blessed with increasing amounts of State and local funds. By the mid-1970s, the trend lines were up for the Community Colleges with increasing enrollments, varied student clienteles, and a broad commitment to access.

California's Community Colleges were not alone in this vision of the future. In 1977, *Change* magazine published *The Third Century*, in which twenty-six prominent Americans speculated on the future of education in the United States. Two major themes echoed throughout the essays: Lifelong learning and equality -- which was defined as the continuing extension of access to those who had not

participated in postsecondary education. These themes contributed to the development and broadening of the community colleges mission nationwide and was a harbinger of things to come.

What was not foreseen in California -- and indeed in several other states -- was a growing resentment on the part of taxpayers to fund an ever-expanding role for government and public institutions. In 1978, the advent of Proposition 13 in California sparked similar legislation to curtail government spending across the country. A major reassessment of what the public was willing to pay for had begun. This event had dramatic results for the California Community Colleges: a sudden shift from local to State support with the resultant demand for statewide accountability. Community Colleges could no longer offer everything their local constituencies needed or desired; statewide priorities had to be addressed and "questionable courses" discontinued. In 1982-83, the sudden loss of $30 million in funding for certain categories of courses marked the first time the State -- rather than local boards of trustees -- would determine what was worth State funding in the curriculum of a local Community College.

The California Community Colleges -- asked to provide low-cost access to those who might never have considered postsecondary education as an option -- succeeded beyond all expectations. By broadening their mission and functions, California's Community Colleges today serve a student clientele that is, on average, considerably older, more ethnic minority, lower income, less well-prepared academically, less fluent in English, and more job-oriented than in any other segment of postsecondary education. Millions of Californians have benefited from the expanded mission. However, the change in mission and in student clientele has brought a shift in emphasis -- or at least in enrollments -- from the transfer function toward the remedial, the adult basic education, and the vocational functions. Demographic research indicates that California will need to serve even larger proportions of ethnic minorities, limited- or non-English speaking students, academically ill-prepared students, and older, part-time students. In fact, some argue that California's Community Colleges are serving those students who may constitute the bulk of enrollments for <u>all</u> segments of California postsecondary education by the year 2000.

Others argue that the Community Colleges have indeed tried to become all things to all people and, therefore, need to reexamine their various functions to determine whether a readjustment in emphasis is needed.

Recommendations

In addition to balancing the tension between access and quality and between open and selective admissions, the Commission has sought the appropriate balance between the various functions of California's Community Colleges, so as to preserve their crucial mission as the major point of entry to postsecondary education for millions of Californians, now and in the future. To accomplish this, the Commission believes that priorities must be established among the various functions of the California Community Colleges. Therefore, the Commission recommends:

4. **That the highest priorities and primary functions of the Community Colleges be reaffirmed as the provision of rigorous, high quality lower division instruction for students who wish to obtain associate degrees, transfer to a four-year institution, or prepare for an occupation.**

5. **That remedial education be affirmed as an important function of the colleges. It is essential to helping inadequately prepared students succeed at the postsecondary level.**

6. **That State-funded, noncredit adult education, of less than collegiate level, be affirmed as an authorized function of the colleges for those adults who cannot or do not wish to enroll in the regular credit programs.**

7. **That fee-based community service education be affirmed as an authorized function of the colleges for the purpose of providing programs that respond to the interests of the**

community, so long as such programs are fully fee-supported and do not detract from the colleges' primary functions.

The following sections focus on the various functions of the California Community Colleges.

Transfer Education

Issues Statement

- What should be the role of the California Community Colleges in providing lower-division transfer education?
- What should be the relationship of the public school, CSU, and UC segments to the maintenance of the transfer function?
- In light of California's rapidly changing demographics, what purposes should the transfer function serve in the future?

Background Questions:

- What are the current purposes of the transfer function and have these changed since 1960?
- What are the constraints to the transfer function, both from within the Community College segment itself and from the four-year segments (UC and CSU)?
- What is the relationship of student preparation, remediation, and matriculation to transfer?
- What options or models are available that might strengthen the transfer function (e.g., a "core curriculum" for transfer students)?

Brief History of Community College Transfer - The 1960 Master Plan

The 1960 Master Plan assigned the role of preparing students for transfer to public and independent four-year colleges and universities to the junior (community) colleges as a key function:

> "Said public junior colleges shall offer instruction through but not beyond the fourteenth grade level including, but not limited to, one or more of the following: (a) standard collegiate courses for transfer to higher institutions, ..." (1960, p.2).

In addition, the Master Plan devoted considerable discussion to the importance of the transfer function in a tripartite system, "because over one-half of all lower division instruction within the state -- including private institutions -- is done by junior colleges" (1960, p.71).

The Plan also discussed the role of the junior colleges in acting as a "proving ground" for those students whose high school records did not permit them to enter the University or the state colleges, and specified the number of units and the grade point average required of such "ineligible" students for transfer.

The Master Plan also recommended the current 12.5 percent and 33.3 percent "eligibility pools" for the University and state colleges respectively, and defended this limit by asserting that "so long as any high school graduate can be admitted to a junior college (at present non-high-school graduates may be admitted), it will not reduce the opportunity for students able and willing to meet the requirements for transfer to upper division in the state colleges and the University of California" (p.72). The University and state colleges were allowed to enroll no more than 2 percent on "exception" transfers, although the proportion was later altered to 4 percent. The Master Plan Survey Team also noted that insufficient attention was being given to the selection and orientation of transfer students in the four-year segments, and recommended a study of the transfer procedures.

The transfer function was seen by those drafting the 1960 Master Plan as the primary cornerstone of the three-tiered postsecondary education structure. If the Community Colleges were the key to maintaining access in an otherwise selective system, then a healthy transfer function was seen as essential to giving <u>all</u> students a chance -- sometimes a crucial second chance -- to enter postsecondary education and persist as far as their abilities and motivation would carry them. Without a healthy

transfer function -- or with a transfer function that serves some people markedly better than others -- the Master Plan's promise of access to postsecondary education would be a hollow one at best.

While access was clearly part of the focus on transfer, an equally important focus was how to handle the enormous enrollment gains projected for the 1960s. The Master Plan recommendation was to divert a considerable portion of the expected lower-division enrollment to the junior colleges, particularly because the costs of providing such instruction was lower than at the University or state colleges.

The differential eligibility pools and the recommendation that the University and state colleges implement a 40/60 percent split between lower-division and upper-division enrollments, were expected to divert some 50,000 students to the Community Colleges by 1975. However, enrollment growth greatly exceeded the Master Plan projection. Although the state colleges' enrollment came close to the modified (with diversion) projection, lower-division enrollment at the University and enrollment growth in the Calfornia Community Colleges was far greater than expected.

Current Status and Descriptive Data

Developments Since 1960: Access and Transfer

Two of the greatest issues confronting postsecondary education in California have been those of access and transfer. The tremendous growth in population as a result of the "baby boom", the rapid pace of economic development and technological change, and the commitment of California to access for all its citizens brought unprecedented numbers of students into the postsecondary education system.

However, enrollment increases were not the same for all groups or segments. Approximately 80 percent of all underrepresented minority students entered postsecondary education through the Community Colleges. By the mid-1970's, questions were raised as to the efficacy of the Community Colleges in preparing students for transfer to the four-year segments; particularly, Black and Hispanic students. By 1980, evidence of a consistent decline in the number of students transferring from the Community Colleges to the University and State University was shown in a report from the California Postsecondary Education Commission. The proportions of Blacks and Hispanics among transfer students were particularly low, considering their representation in the Community College student population.

Information on the number of California Community College transfer students to independent four-year institutions was provided by the Association of Independent California Colleges and Universities (AICCU). The number of Community College transfers to the AICCU institutions have increased over the past several years, from a total of 4,223 in Fall 1981 to 4,790 in Fall 1984. The data show the distribution of Community College transfers to independent institutions is parallel to that found in the public system, with the most selective research universities taking the fewest transfers and the less selective universities and colleges relatively more transfer students.

Since the late seventies, transfer education has received increased attention from the California Postsecondary Education Commission, the University of California, California State University and the California Community College Board of Governors. A series of reports examined the declining numbers of Community College transfer students and their performance once they enter the University or State University. In 1979, CPEC published *Increasing the Rate and Retention of Community College Transfers From Underrepresented Groups*, which represented the first major intersegmental effort to address the transfer issue. Citing the continuing importance of the transfer function, three key conditions that affect the numbers of transfers were identified: (1) the recurring fiscal crises of the Community Colleges; (2) the serious problem of student underpreparation and the consequently growing need for remediation in all three segments; and (3) the shared responsibility among all three segments for making the transfer function work. (See section on "Remedial Education.")

Demographic factors that influence the numbers of transfers produced in the Community Colleges include: (1) the overall decline in students graduating from high school due to lower birth rates since 1960; and (2) the increasing proportion of Black and Hispanic students in the high school population, many of whom will dropout before graduating (California Postsecondary Education Commission, 1985a, p.1). In addition, the University of California and California State University admit, as freshmen, more high school graduates than ever before, further limiting the population of potential transfer students for Community Colleges (California Postsecondary Education Commission, 1985b).

The health of the transfer function involves all segments of education -- from the public school system that is charged with preparing a substantial proportion of young people for entry into postsecondary education, through the Community Colleges, to the four-year colleges and universities that depend upon the transfer function to provide upper division students, particularly those from disadvantaged backgrounds whose high school preparation would not make them eligible for University admission.

However, the transfer function also involves benefits to individuals and society that go beyond segmental concerns. Although more students are choosing vocational education or job training over a baccalaureate degree, there is no question that a college degree still translates into increased options for individuals; options in the area of employment that may mean substantially increased earnings. A collegiate education also provides an individual with a broader understanding about themselves, society, and the world at large. A collegiate degree also confers social mobility, the ability to better oneself and one's family, and the ability to move from one socioeconomic level to another. Society also benefits from a more highly educated population through increased participation in local, statewide, and national concerns that often come with collegiate education. It is often argued that one reason for California's strong economy is the wealth of college-educated people from which business and industry can select employees.

The health of the transfer function -- and the concern about barriers -- are central to the maintenance of a vigorous postsecondary education system in California.

Access and Barriers to Transfer

In 1960, the Master Plan envisioned the junior (community) colleges as serving a fairly traditional clientele: young students who wanted the first two years of baccalaureate instruction but could not be accommodated (due to their numbers) in the freshmen classes of the University and the state colleges, and who would then transfer and continue with their university degrees. The Master Plan also cited technical and vocational training as a responsibility of the junior colleges, primarily for those students who were not university-bound and wanted specific training.

Since 1960, growth in Community College enrollments has been matched by dramatic differences in the student population. Today, the Community College student clientele is, on average, considerably older, more ethnic minority, lower income, less well-prepared academically, attends primarily on a part-time basis while working, and more job-oriented. Tomorrow, the demographics indicate that the Community Colleges will be serving even larger proportions of ethnic minorities, limited- or non-English speaking students, students who need remediation, and older, part-time students. How to maintain high-quality transfer programs in the face of student underpreparation and lessened interest in the baccalaureate degree has become -- and may continue to be -- a substantial challenge for the Community Colleges.

Other barriers to transfer exist -- some unique to the individual student and some the result of institutional factors. In this sense, student choice may be seen as a potential barrier, particularly if students continue to favor training for immediate employment over the longer-term, less job-specific baccalaureate degree. The "reverse transfer" phenomenon -- students with baccalaureate degrees returning to the Community Colleges to get training for a specific occupation -- is an indication that the possession of a four-year degree does not necessarily equate with immediate employability. In

addition to student choice, cultural patterns may affect decisions on whether to seek training for a job over a four-year degree.

One of the clearest barriers to transfer is the predominantly "full-time" nature of education at the University of California and the California State University. Although most University and State University students now take five and six years, respectively, to complete their degrees (primarily due to reduced credit loads), relatively few options are available for students who must work full-time. Since 70 percent of Community College students are working at least thirty-five hours per week, their ability to attend classes on the predominately daytime schedule of most public universities is a serious barrier to transfer, particularly to the University of California.

Another barrier is that the requirements for transfer, especially in terms of specific majors, often change from year to year even within the same University or State University campus. Thus, a Community College student may be counselled to take a certain series of courses required by the specific University or State University campus for transfer, only to find that the requirements have changed. Moreover, students who must transfer to a different University or State University campus than originally planned, may lose many units in the process. Such institutional barriers make it difficult for even the most capable and motivated of students to transfer.

The problem of minority student transfer has sparked considerable debate at the State level. Numerous programs to increase the enrollment, retention, and transfer of ethnic minority students have been funded over the last several decades. Despite these efforts, the numbers of underrepresented minority students who transfer from Community College to University and State University campuses have remained relatively low, when compared to their proportions in the statewide Community College student population. In 1984, out of 5,257 students who transferred to the University, only 3.3 percent were Black and 9.6 percent were Hispanic, compared to approximately 10 percent and 13 percent, respectively, of those groups in the statewide Community College population (California Postsecondary Education Commission, 1985c, p. 167). Those Community Colleges with the highest population of Black and Hispanic students often transferred few, if any, students to the University of California.

In view of such statistics statewide, the Mexican-American Legal Defense and Education Fund (MALDEF) filed a legal petition to force the University and State University to take what it saw as specific remedies to the transfer problem, including the possibility of permitting all students access to the public four-year segments in the absence of a more workable transfer function.

While making the University and State University open-admissions institutions would increase the enrollments of underrepresented minority students, it may not result in a corresponding increase in their graduation rates. It is possible that the various efforts underway -- particularly those that address the full continuum of segments responsible for successful transfer -- will have a positive effect on the numbers and proportions of minority students who successfully transfer to and graduate from the University of California and California State University.

Intersegmental Efforts and Promising Programs

The issues surrounding the transfer function -- student underpreparation in the high schools, the lack of minority transfer students, the relative success of Community College transfer students in the four-year colleges and universities -- have spawned numerous efforts among all segments of education to improve the health of the transfer function. There is renewed concern for clear articulation between high schools and colleges regarding the preparation needed for success, and between university and Community College faculties about the essential components of particular academic curricula. The segments, spurred on by the high level of legislative scrutiny of the transfer function, have also undertaken a number of cooperative efforts to strengthen the transfer function. Some of these efforts have already resulted in increased numbers of transfers from particular Community Colleges

involved in cooperative programs; others, particularly those aimed at the public schools, will take longer to produce results. Among the most promising of these intersegmental efforts are:

- The establishment of an **advisory committee** to the Community College Chancellor's Office **on high school and Community College articulation**, to ensure that high school students understand the preparation required for success in college-level courses and enter the Community Colleges better prepared academically.
- **Identification and encouragement of existing high school/Community College articulation models**, such as the Sacramento City Unified School District/Sacramento City College Articulation Council.
- Pursuit of **funding to support high school/Community College articulation projects** that promote cooperative curriculum development.
- Development of **reports in the Community Colleges to be sent to their feeder high schools regarding the performance of their former students** in the Community Colleges. This includes the possibility of producing **statewide performance reports**, similar to those currently provided by the University of California and California State University to the high schools.
- Implementation of a **common course numbering system** (such as the California Articulation Number or CAN system) across the three public segments, so that students can easily understand which courses are transferable.
- Continuation of the efforts of the segments' three academic senates in developing **joint statements of the competencies required by entering college students**. Such statements currently exist for English and mathematics and are being developed in the natural sciences, foreign languages and social sciences.
- The development of a **plan for student "matriculation"** (i.e., systematically assessing students' skills and needs at entrance and providing assistance in reaching their educational objectives) by the Community Colleges.
- Participation of the Community Colleges on an intersegmental committee, to ensure that **the academic performance reports** produced by the University and State University on Community College transfers include useful information for their faculty, counselors, and students.
- Development by the University of California, California State University, and the California Community Colleges of **a handbook for Community College articulation officers** and a process for appealing articulation decisions.
- **Identification and encouragement of successful articulation and transfer projects between Community Colleges and the four-year segments**, such as the Santa Barbara Community College/University of California Santa Barbara Transition Program; the Transfer Opportunity Program of the Los Rios District and UC Davis; and the Minority Transition Program of Sacramento City College, CSU Sacramento, and UC Davis.
- The development of an **intersegmental transfer brochure** under the auspices of the California Roundtable on Educational Opportunity.
- The **development and funding, in 1985, of seventeen transfer centers throughout California**. These intersegmental pilot programs are funded for three years and are intended to increase the numbers and proportions of transfer students, particularly among ethnic minorities, to the University and State University.

(California Community Colleges, Agenda Item, 1985d; a matrix or framework that includes the current and proposed efforts towards strengthening the transfer function is found on pp.7-19.)

In addition to these intersegmental efforts, the descriptions of the seventeen transfer center projects being funded throughout California provide an array of components felt to be most important to successful transfer programs. These components include:

- **Early outreach programs** to junior high and high schools to encourage and identify potential transfers, particularly among students from underrepresented groups.
- **Clear articulation agreements** as to appropriate courses and their content, **between the public schools, the Community Colleges, and the four-year colleges**.
- **Special services**, such as student orientation, special workshops, assistance with financial aid and other forms, directive counseling as to necessary courses for transfer, tutoring, **and supportive counseling to encourage success**.
- **Methods**, often computerized, **of identifying potential transfers and then tracking their progress**, including computerized "early warning" systems to help students monitor their progress.
- **Concurrent enrollment in University courses** at no charge, and **guaranteed or priority admission to the University** upon successful completion of the program.

(California Community Colleges, Chancellor's Office, 1985f.)

The transfer center projects hold considerable promise for increasing the numbers and proportions of transfer students from the Community Colleges. The Commission will continue to monitor the progress of these pilot projects as its work continues.

Central to the success of these programs is the availability of assessment, along with aggressive, directive and supportive counseling. The high ratio of students to counselors (often 900 to 1 or higher) in most Community Colleges, may in itself pose a barrier to transfer. It is the counselor who must clearly explain the transfer option to students early in their academic careers, and who must encourage those least likely to choose transfer as an option to do just that.

Over the last several years, all segments of education have devoted considerable effort to the related issues of student preparation, access, and transfer. Whether or how quickly such efforts will produce the intended results -- increases in the numbers and proportions of students from all ethnic groups who transfer from the Community Colleges to the University and State University -- remains to be seen, but it is essential that research be done to determine which programs work best with which students and under what circumstances. Such research, linked to the various new efforts, will help determine the best means of strengthening the transfer function.

Related Considerations and Issues

Numbers and Transfer Rates

Whenever discussion of Community College transfer develops, one of the first comments made is usually about the low or declining rate of transfer. In fact, "no rates of transfer can be computed and no statement can be made about changes in such a rate over the past two decades, since there is no agreed-upon pool of potential transfers to use in computing a rate" (California Postsecondary Education Commission, 1985, p. 48).

This problem is not merely one of words. If one computes a transfer rate, based on the total number of Community College transfers to the University and State University divided by the entire Community College enrollment, the resulting rate is very low; particularly since large numbers of students interested solely in taking one or two job-related vocational courses; students in vocational degree and certificate programs; and students who already have AA, BA, Masters, or even doctoral degrees, are all included in the enrollment base. This phenomenon, and the difficulty in determining who to include in the pool of potential transfers, is discussed in a recent report by Berman and Weiler

(1985). They found that the transfer "rates" to the University and State University have remained quite stable since 1977. It is the very large proportion of students in the Community Colleges who do not match the old picture of a "transfer student" -- and who may have no need or desire to transfer -- who have altered the view of the Community College transfer rate.

The key question regarding the health of the transfer function is not one of rates, high or low, but simply the relatively small numbers -- particularly of Blacks and Hispanics -- who transfer to University of California or California State University compared to their numbers in the Community Colleges. Of additional concern is the need for a "critical mass" of transfer students in a particular Community College to maintain those courses and programs essential to the transfer function. If the number of transfer students falls below the critical level, there will be insufficient enrollments to maintain the full breadth and scope of transfer offerings; a situation which will, in turn, further reduce the number of potential transfer students. There are Community Colleges in California that have had few or no students transfer to the University and State University over the past several years. Whether those colleges can actually maintain a viable transfer curriculum is questionable -- a situation which compounds the access and transfer issues for minority students within those colleges.

The Need for Student Performance Information

Despite the attention to transfer at the State and local levels, little is known about what specific subgroups of students (such as ethnic minorities) take in terms of academic preparation in high school, compared to their performance in the Community Colleges and after transfer. Such studies are crucial to determining how well the transfer function is operating and where, in the public school through four-year segment continuum, specific subgroups (such as ethnic minorities) are having problems.

UC Berkeley, through its Community College Council, undertook several studies of its Community College transfer student population and found that: (1) they graduate at a higher rate than entering freshman; (2) their retention rates compare favorably with those of transfers from the California State University and independent colleges; and (3) their GPAs were only slightly lower than those of transfers to the University from the State University (2.90 for Community College vs. 3.06 for State University transfers). (Lauridsen, 1984, pp.65-69.)

A recent study by the Los Rios Community College District, UC Davis, and CSU Sacramento involves one of the first intersegmental studies of a large group (1,812) of transfer students from a specific Community College district (Renkiewicz, 1985). The study found that: (1) the Los Rios students transferred at different points in their careers, some completing only one semester and others completing four semesters or more; (2) Asians were overrepresented and Blacks and Hispanics underrepresented in the UC Davis transfer population, compared to their representation in the Los Rios student population; (3) older transfer students earned higher GPAs after transfer than students age seventeen to twenty-four, with the highest GPAs earned by those thirty years or older; (4) students who had to take remedial English or math at Los Rios had lower grade point averages after transfer to UC Davis than those who did not need remediation; (5) Los Rios transfers persisted and received their baccalaureate degrees in approximately the same proportion as other transfer students, and at a slightly higher rate than "native students" who began their undergraduate studies at the two universities; and (6) the different methods used by the two universities to account for transfers resulted in inconsistent information and an undercount of the contribution of the Community Colleges in educating transfer students.

These studies point out that information on transfer student performance can and should be obtained. An organization such as CPEC might coordinate a statewide study using local districts and their nearby University and State University campuses to cooperatively provide and analyze the longitudinal data on their specific groups and subgroups of transfer students. State funding for such efforts, on a pilot basis, could produce invaluable data on transfer student performance in various locations throughout California.

Policy Issues

The Commission has discussed a number of issues in relation to the transfer function. Briefly stated, the policy issues and concerns are:

- The health of the transfer function is crucial to maintaining access to California postsecondary education, and is a responsibility shared by all segments of education, from the public schools through the four-year segments. How can the State encourage efforts to strengthen the transfer function involving all segments?
- How can the State address student underpreparation and the concommitant need for remediation as a major barrier to increasing the numbers of successful transfer students? (The issues surrounding underpreparation and remediation are discussed in the section on remedial education and should be reviewed for their effects on the transfer function.)
- Student-centered barriers to transfer include the changing nature of the Community Colleges' student clientele and the shift in student choice from four-year baccalaureate degrees to vocational education or short-term job training programs. How can this shift in student choice be used to strengthen the transfer programs? (The relation of vocational education to the transfer function is discussed in the sections on "Vocational Education" and "The Associate Degree.")
- How can the State address the institutional barriers to transfer, including the predominantly "full-time" nature of the University and State University and shifting requirements for transfer, both in the general education areas and within specific majors?
- A major issue involves the relatively low numbers of Black and Hispanic transfer students, at a time when minority students are projected to become the majority of public school students by the year 2000. How can the State address the issue of transfer of underrepresented minority students? What models are available that have demonstrated results?
- There is a need for expanded information on the performance of Community College transfer students in the four-year segments to determine the essential components of successful transfer programs. How can the State encourage such information to be obtained, analyzed and disseminated?

To resolve these policy issues, the Commission considered a variety of options to strengthen the transfer function. Most focused on the shared nature of the transfer problem and the need for solutions that involve all segments. Other options involved the need for research and evaluative information on the preparation, performance and persistence of Community College students before and after transfer.

Recommendations

After consideration of available research and extensive public testimony, the Commission recommends:

8. That the Board of Governors, the Regents of the University of California, and the Trustees of the California State University, with appropriate faculty consultation, cooperatively develop and maintain a general education transfer core curriculum which, with the courses required for specific majors, will ensure transfer to the University of California or California State University systems upon successful completion of the appropriate courses and maintenance of the requisite grade point average.

9. That the Board of Governors communicate the core curriculum to the State Board of Education to be used as part of its curriculum development procedures, so that secondary students are aware of the requirements for collegiate preparation and transfer and can receive any necessary remediation at the earliest possible opportunity.

10. **That specific requirements for collegiate preparation and transfer be published jointly by the Board of Governors, the Regents of the University of California, and the Trustees of the California State University, and distributed to all junior high schools, high schools, and community colleges in California, with particular efforts directed at schools with high minority-student populations.**

11. **That the Board of Governors redesign both the Associate in Arts (AA) and the Associate in Science (AS) degree requirements to include the transfer core curriculum, courses for specific college majors, and elective requirements. No courses beyond these areas should be required for the AA or AS degrees. Degrees should be awarded upon completion of the core curriculum, major, and elective requirements.**

12. **That Community College students who were not eligible for University of California or California State University admission directly from high school be required to complete the transfer core curriculum, within the currently required number of units, prior to transfer. Exceptions could be made for those students with only one or two secondary school course or subject deficiencies.**

13. **That the Board of Governors invite and encourage the independent four-year institutions to participate in the development of the core curriculum and the efforts to improve the transfer function, and to consider their applicability to their own institutions.**

(The following recommendation is numbered to match the Commission's final report, in which all research recommendations are listed in a single section entitled "Institutional Research and Evaluation.")

31. **That the governing boards of the segments jointly establish research programs to evaluate student preparation, persistence, and performance before and after transfer, and publish the results statewide in a timely fashion.**

Vocational Education

Issues Statement

- What should be the role of the California Community Colleges in the provision of vocational education?
- What should be the relationship of the California Community Colleges to business and industry? To the public schools?
- What should be the relationship of vocational programs to the transfer function?
- How should vocational education respond to the changing demographics, economics, and technical needs of the State?

Background Questions:

- What types of occupational education and training are provided by the California Community Colleges and what are the purposes of each type?
- What types of vocational education and training are available from other education providers in the State?
- What are the differences and similarities between the degree and certificate programs? How do these programs differ from those in the public schools?

Brief History of Vocational Education in the Community Colleges

The 1960 Master Plan directly assigned a vocational education function to the junior (community) colleges:

> "Said public junior colleges shall offer instruction through but not beyond the fourteenth grade level including, but not limited to, one or more of the following: ...(b) vocational-technical fields leading to employment..." (1960, p.2).

However, the Master Plan reflected overlap in the vocational education area, particularly between the state colleges and the junior colleges, and noted that the earlier Strayer study indicated the problem of differentiation of function in the vocational area between these segments "was becoming acute" (Master Plan Survey Team, 1960, p.35).

In additon, the Master Plan Survey Team recommended that the state colleges provide "instruction in the liberal arts and sciences and in professions and applied fields which require more than two years of collegiate education" (Master Plan Survey Team, 1960, p.42).

The distinction between the roles of the junior colleges and adult education was not seen as a major problem, because the junior colleges were then part of the public school system. This distinction is now a major issue and one which goes considerably beyond vocational education.

While the Community Colleges clearly have a role in the provision of vocational education and job training, so do a number of other educational and State and local governmental agencies, including: (1) the public school segment in both its secondary and adult school programs; (2) the independent proprietary schools; (3) the Employment Development Department; (4) the Department of Social Services; (5) the Department of Rehabilitation; (6) the Employment Training Panel; and (7) the local private industry councils. With so many players involved in job training, it is not surprising that the key issue in vocational education and job training is the need for better coordination among the various providers. To that end, numerous legislative proposals have been drafted and several coordinating bodies established. Whether this has improved state-level coordination is questionable. Since this is an issue that goes far beyond the Community Colleges -- indeed beyond higher education -- to include many different State agencies and departments, the Commission has decided not to

address the multiple-agency coordination issue. The following information focuses primarily on vocational education and job training in the Community Colleges, with some discussion of their relation to the public schools and proprietary schools.

Current Status and Descriptive Data

Definitions and Student Clientele

Two definitions are important at this point in the discussion: the distinction between occupational/vocational education and job/employment training. The Board of Governors adopted the following definitions of these terms, which will be used for this report:

> "**Job Training** (also called employment training) refers to a planned systematic sequence of instruction or other learning experiences designed to impact skill, knowledge, and attitudes to prepare individuals for immediate employment. Such training is usually intensive, job-specific, and of short duration.
>
> "**Vocational Education** (also called occupational education) refers to a planned systematic sequence of instruction or other learning experience which provides individuals with necessary skills, knowledge, and attitudes to attain entry level employment, occupational advancement, upgrading, or career change. Such occupational preparation should be accompanied by broader educational experiences to assist students [to] achieve longer range career aspirations as well as immediate occupational objectives and is usually of longer duration than shorter term job training" (California Community Colleges, 1984a, p.2).

While many different organizations provide job training, it is primarily the Community Colleges, the public schools, and the proprietary schools that are involved in longer-term vocational education (although these segments also offer short-term job training).

There is also an important distinction in the Community Colleges between **vocational degree** and **certificate programs**. The two-year vocational associate degree involves completion of courses in general education -- focusing on such areas as communication, mathematics, and the larger society -- in addition to courses directly related to the vocational major. The shorter-term certificate programs are aimed at providing a student with the necessary technical skills to obtain an entry-level job in a particular occupation. There is considerable disagreement about the extent to which the Community Colleges should focus on short-term job training and certificate programs, as compared to the broader-based vocational education programs leading to the Associate degree. (See Section on "Job-Training vs. Broader Training.")

The differences between job-training and vocational/occupational education also point out differences in student clientele. Many students, with many different goals, pursue either occupational education or job-training through the Community Colleges. Major types of students include:

- "First-time, full-time" students, entering college and interested in training for a specific career. These students most likely enroll in an occupational degree program (2 years) or in an occupational certificate program (may be shorter than 2 years) and may be interested in transfer to a four-year institution to complete their occupational goals.
- "First-time, part-time" students, similar to the students above, but working and may have family responsibilities and pursue education on a part-time basis; thus taking longer to complete a degree or certificate program.
- "Older, part-time" students, who may already have a degree but are interested in taking courses directly related to obtaining a job, upgrading in their current jobs, or preparing for new jobs. These student may be interested in eventually obtaining a degree or certificate, but most often want only specific courses.

- "Special population" students, who may be recently unemployed, welfare recipients, or candidates for one of the various State-funded job-training programs. These students attend the Community College as part of a particular job-training program that is usually short-term with a goal of immediate employment.

A report by Carvell Education Management Planning, Inc., used the Spring 1984 Field Survey data for the Chancellor's Office to examine the socioeconomic characteristics of students who had declared a vocational goal. According to this report, the key characteristics of vocational students were:

- More students in the Field Survey had vocational goals (46%) than any other goal (31% transfer, 7% basic skills, 16% "other" goals).
- The proportions of ethnic groups among vocational students were similar to those in the Community College student population as a whole. There were more women than men.
- Vocational students were older than other students, with 45 percent over age thirty and only 10 percent under age twenty.
- About half worked full-time while attending college.
- Only 13 percent attended college full-time.
- About half attended in the evening only and 16 percent attended both day and evening.
- About half reported a GPA of B or better while attending the Community College.
- Two-thirds were financially independent (i.e., not dependent on parents), and 30 percent were buying or owned their own homes.
- Over half were single and 9 percent were single-parents.
- One out of four earned over $24,000 per year, with about half earning at least $12,000 in 1983.

These statistics present a picture of the relative health of vocational education and job training in the Community Colleges. Vocational students are primarily older, working (and therefore have higher incomes than younger transfer-oriented students), attending college on a part-time basis, getting relatively good grades, more often female than male, and are as likely to be ethnic minority students as the proportions of ethnic minorities in the Community College's student population. In fact, the Carvells' information indicates that the proportion of ethnic minority students who complete vocational programs is comparable to the proportions who enroll in the programs, indicating that access to and retention in vocational degree and certificate programs is quite good for students from ethnic minority backgrounds.

Occupational Stereotyping

The issue of occupational stereotyping is directly related to the Community Colleges' vocational education function. In reviewing enrollments in vocational education, the access issue is more related to gender than to ethnicity. Of the thirty largest vocational programs, fifteen were "imbalanced" in terms of having more than 80 percent of one sex as students -- eight were imbalanced for males, while seven were imbalanced for females (Carvell Education Management Planning, undated).

The disproportionate numbers of men and women in particular vocational programs may indicate a problem in terms of occupational stereotyping. Similarly, while it is clear that Black or Hispanic students often choose vocational training over transfer, a number of programs are now in place to encourage these students -- from junior high level on -- to consider what may be a nontraditional choice of baccalaureate education over job training. In comparison, few if any programs are in place to encourage women -- particularly those from ethnic minority or lower income backgrounds -- to consider nontraditional occupations. Such encouragement would provide women with additional career options and the potential for higher lifetime earnings, a particularly important consideration given the increasing "feminization of poverty" discussed earlier in this document. Since so many

Community College students choose occupational training rather than preparation for transfer, encouragement of both men and women to consider training in nontraditional occupations is important to ensuring access to the wide variety of occupations available.

Size and Cost of Occupational Training Programs

There are seventeen State authorized occupational training programs for adults, and at least two programs that primarily serve high school age youth (regular secondary school vocational programs and programs operated by Cooperative Regional Occupational Programs/Centers, which serve students from several local high schools at one location). However, only three of these programs serve the adult public at large: Community College occupational programs, public school adult school vocational programs, and apprenticeship training (Berman and Weiler, 1985, p.130).

In terms of size and students served, the Community College programs are the largest, with enrollments of approximately one million students per year in four-hundred different occupational curricular programs, and expenditures of $590 million (estimates for the 1982-83 year from the Community College Chancellor's Office; Berman and Weiler, 1985, p.133, 139).

In terms of the percentage of enrollments and vocational program "completers," the following program areas are most notable:

• Business and Management	36% of enrollments 31% of completers
• Engineering and Related Technologies	18% of enrollments 20% of completers
• Computer and Information Services	13% of enrollments 9% of completers
• Public Affairs	9% of enrollments 14% of completers
• Health	5% of enrollments 11% of completers

(Office of the Chancellor, 1985h.)

The next largest program is that offered by the public school segment through its adult schools, which served about 254,000 students in 1980-81. These programs focus largely on job training, with the goal of rapid employment.

The statewide apprenticeship programs are relatively small, with some 34,000 apprentices trained by the adult schools, and another 17,000 trained in thirty-seven of the seventy Community College districts (Berman and Weiler, Vol. 3, 1985, p.133). The involvement of Community Colleges in union apprenticeship training programs presents serious issues, particularly with regard to affirmative action and access. Apprenticeship programs are authorized by State Labor Code and must meet the standards of, and be approved by, the Division of Apprenticeship Standards of the Department of Industrial Relations. Program sponsors apply to the Division for approval and, in most cases, the sponsor is a Joint Apprenticeship Council composed of both union and employer representatives. The on-the-job training aspect of the program is the responsibility of the sponsor, but supplemental training (i.e., various types of classroom instruction related to the occupation), must be arranged with a high school or Community College. High schools and Community Colleges must submit these programs to the State Department of Education or the Chancellor's Office for approval. Once approved, the courses are funded by a special formula that is currently $3.58 per hour of instruction

per student (an increase from $3.25 in 1984-85). The total categorical budget for Community College providers of these apprenticeship programs was slightly over $10 million in 1984-85.

In 1981, a complaint was filed by the U.S. Office of Civil Rights against the Community College Chancellor's Office for failure to implement the "Vocational Education Guidelines for Eliminating Discrimination and Denial of Services on the Basis of Race, Color, National Origin, Sex and Handicap" in Community College apprenticeship programs. Without admitting noncompliance, the Chancellor's Office entered into an agreement with the U.S. Office of Civil Rights that outlined detailed compliance activities, including reviews of local district compliance. The local districts are required to take certain steps to ensure that apprenticeship program sponsors are not engaging in discriminatory activity and are, in fact, taking steps to overcome the underrepresentation, particularly of women and minorities, in the sponsor's student clientele. In addition, the Division of Apprenticeship Standards is under court order, as the result of another lawsuit, to enforce their own affirmative action regulations for sponsors of apprenticeship programs. (Above information provided by John Bukey, Chancellor's Office, 11/15/85.)

Whether such efforts will have a positive effect on the limited number of women and minorities in various apprenticeship programs, and whether the Community Colleges ought to be involved in such programs remains to be seen.

According to a 1984 study, California's 1,387 proprietary schools enrolled an estimated 467,588 students in 1982, of which 63 percent were new students and 37 percent were continuing students. In 1982, these proprietary schools accounted for nearly half of all postsecondary vocational enrollments in the State. Four out of five proprietary schools fell into the categories of technical (35%), business (23%), and cosmetology (21%). Health professional schools accounted for 14 percent and computer schools for 6 percent. The study noted that the overwhelming majority of proprietary students were enrolled on a full-time basis, and paid tuitions that ranged from a low of $1,681 for cosmetology schools to a high of $3,628 for technical schools. Most of California's proprietary schools (62%) were not accredited, including 83 percent of the technical schools, 63 percent of the health schools, and 61 percent of the business schools (Wilms, 1984).

The relationship of proprietary vocational schools to Community Colleges is generally considered competitive. While Community Colleges rarely considered local proprietary schools in their vocational program planning, the proprietaries see themselves as existing in a competitive environment; particularly in obtaining State-funded job training programs through sources such as the private industry councils, the Job Training Partnership Act (JTPA), and the Employment Training Panel (ETP). While 60 percent of the proprietary schools in the Wilms study saw other proprietaries as their primary competitors, 27 percent named Community Colleges and 13 percent cited other types of programs (such as high schools and regional occupational centers).

The competitive relationships between the public school adult schools, the Community Colleges, and the proprietary schools is expected to continue, particularly as State and federal funding continues to be competitively awarded. While such competition may result in providers who offer the best training for the least cost, cooperative efforts among providers should be encouraged.

Job-Training vs. Broader Vocational Education

There is considerable controversy about the extent to which Community Colleges should focus on broader occupational education as opposed to short-term job training programs. The funding available through such State and federal programs as the Job Training Partnership Act (JPTA) and the Employment Training Panel (ETP) are generally directed toward short-term, job-specific training. These agencies can contract with any local area provider (public schools, Community Colleges, proprietary schools, and other local organizations) to design and offer the training programs. To date, many Community Colleges have responded by offering such programs.

As of December 1984, $28,922,121 of ETP funds had been allocated to Community Colleges to provide short-term training programs, with a projected result of 8,555 hires. Although fiscal data on JTPA programs is difficult to obtain, because the federal government directly funds local "Service Delivery Areas," the Community College Chancellor's Office reports that 164 JTPA projects were offered by Community Colleges in the first two years of the program, training 20,000 participants. Federal legislation allocates approximately $300 million annually to California. (Berman and Weiler, 1985, Vol. 3, p.150.)

While many Community Colleges offer such programs, Berman and Weiler have commented that they not only compete for resources and staff time with the colleges' regular vocational programs, but may not be producing employees with broader educational skills that will allow them to advance. The *Appendix* (Volume 3) of the Berman-Weiler report devotes an entire chapter to "Education for Employment Over the Next Twenty-Five Years," which examines the projected high demand for employees with general education competencies, rather than highly technical training. Proponents of short-term job-training programs argue that it is often more important for a person to get a job immediately -- and the income it provides -- than to broadly educate the person before entering the job market.

The general education vs. specific job training issue is likely to remain a point of debate, particularly as State and federal funds are increasingly focused on short-term job training initiatives.

Articulation Models: Community College Job-Training for Business/Industry

Local or regional articulation models among providers include: (1) vocational program business/industry advisory committees; (2) corporate equipment donations; (3) several district/medical center partnerships (San Diego, Modesto); (4) the Los Angeles Employment Training Panel; (5) the Foothill-De Anza Occupational Training Institute; (6) the College of San Mateo Worksite Training Program; (7) the Technology Exchange Center of Orange County; and (8) the Bay Area Council (Berman and Weiler, Vol. 3, 1985, pp.153-166).

In summarizing these successful partnerships, Berman and Weiler report that "Successful joint community college-business programs require a clear need for specific types of workers, high-level college and business support, comprehensive planning, and sustained effort" (p.170).

Many support the contention that Community College/business/industry job training programs are beneficial in terms of keeping curricula current in vocational areas, providing business people as up-to-date part-time instructors, and providing students with training closely matched to the needs of business and industry. However, critics argue that such ventures may result in vocational education and job training programs that are too closely tied to the needs of private businesses and too little oriented toward the long-term educational needs of students. Balancing the needs of local business and industry for trained employees, the desire of students for immediate job skills, and the long-term need for broad-based educational skills that will enable students to advance in various occupations, requires careful planning and assessment of the appropriate linkage of Community College programs to business and industry.

Articulation Models: Community Colleges and the High Schools

In *The Neglected Majority* (1985), Dale Parnell, President of the American Association of Community and Junior Colleges, discusses the need for the three out of four high school students nationwide who will not earn a baccalaureate degree, to have high-quality technical education that will permit them to participate fully in society as working, contributing members. Parnell's solution is the "2+2 tech-prep/associate degree program," that is based on close articulation of high school and Community College core and technical curricula. The program seeks to "blend the liberal arts with the practical arts without diluting the time-honored baccalaureate degree/ college-prep track." Beginning in their junior year, students select the tech-prep program and continue for four years in a structured and closely coordinated high-school/college curriculum. The high school portion includes a solid

foundation of basic proficiency in math, science, communications, and technology. Parnell argues that such a program, built around career clusters and technical-systems study, will "avoid the pitfalls of more short-term and narrowly-delineated job training." The book cites several locations in California that have instituted such "2+2" programs, including the Kern Community College District/Kern High School District program in agricultural education, and the Sacramento City College/Sacramento Unified School District "Articulation Council," which is integrating the two systems' curricula in ten different instructional areas. Such programs indicate that the "2+2" approach, and variations on that approach, may result in more options for those who choose vocational education over a baccalaureate degree.

Another option for vocationally-oriented students is the "two-tier" approach in which a Community College offers an education/training package for students. In this model, the first tier provides students with a broad-based background that stresses math and science principles and procedures, communications, and analytical and reading skills. The second tier is aimed at a particular "job cluster" offered in the community served by the college. The "fine tuning" for a specific job is done on-the-job by the employer, who often prefers a worker who is generally educated and can adapt to changes in the workplace and advance in the general occupational area (American Association of Community and Junior Colleges, 1984, p.29).

Funding Equipment Needs

Information on financial support for Community College vocational programs, facilities and equipment, program development and approval processes, and staffing, management and evaluation of Community College vocational programs is found in the Berman-Weiler report (*Volume 3, Appendix*). In particular, Berman and Weiler note that $568 million in State and local funds, and another $22 million in federal funds, support the Community Colleges vocational enterprise. Of the $568 million, about 85 percent supports the instructional programs which is largely composed of faculty and staff salaries.

The most recent statewide estimate of the cost of replacing or upgrading obsolete or outmoded equipment in Community College vocational programs, is found in the "1985 Equipment Needs Survey of Occupational Education Programs" (Callahan and Steele, 1985), a study funded by the Chancellor's Office and endorsed by the statewide Occupational Education Coalition. The report's findings indicate:

> "The estimated cost of needed new equipment for occupational programs is $120,256,946 including installation and maintenance costs and covering a two-year period. Once this backlog is corrected, an annual replacement cost of 18 to 20 million dollars, which would represent a six-year replacement cycle, appears plausible" (Callahan and Steele, "Executive Summary," no page number).

The need for students to be trained on updated equipment is obvious. The Callahan study was instrumental in saving an appropriation for Community College vocational program equipment in the recently-passed State Budget. However, the appropriation of $26 million fell short of the $120 million the study argues is needed to bring the vocational program equipment up-to-date. The Governor's proposed State Budget for 1986-87 includes another $35 million for instructional equipment for the Community Colleges.

Student Follow-up and Program Evaluation

There are a number of measures used to determine what is a "successful" vocational program: (1) course completion; (2) program completion; (3) attainment of a certificate or degree; (4) placement in a job; or (5) advancement in a job. Each has its place and most are linked to students' goals, although some (such as placement rates) are more clearly related to funding agency goals. Efforts in the Community Colleges to evaluate programs and student success include: (1) the Student Accountability Model (SAM); (2) the recent Chancellor's Office study on "Using Student Performance

in Planning" (which includes both student and employer follow-up); and (3) the original Community Colleges Occupational Programs Evaluation and Reporting System (COPES) used from 1978 to 1982. The success of some proprietary schools in training and placing students may also offer instructive options to the Community Colleges and other training providers.

Considerable data is available at the State level on the numbers and types of vocational programs and their students; additional data is found at the local district level. The report *Measures of Progress: Spring 1985 Student Follow-up* (Lee, 1985) represents the second study in a series which analyzes the educational and career goals, employment and educational status, and perceptions about the district's programs and services of over 2,000 former students [including degree or certificate and "nonreturning" students]. Such studies follow-up students in ways that are impossible at the State level, and offer a wealth of information on the relative success of vocational programs from both student and college perspectives. The need for student follow-up research is crucial at the State and local levels, in order to ensure that vocational and job-training programs are effective in terms of student employment goals and financial costs.

Related Considerations and Issues

Contract Education

Simply defined, contract education is instruction designed and offered for a fee to a specific business, industry, or governmental agency. It is designed to meet the particular training needs of a specific employer, may be offered for credit or noncredit, and may not be used to generate ADA for State apportionment purposes. Many Community Colleges offer contract training and education services, and several of the business/industry partnership models are of this nature. A good analysis of the contract education issue in California is provided in "Issue Brief No. 10: Contract Education", Occupational Education Coalition.

As indicated earlier, close working relationships between the business community and Community Colleges can be beneficial. Every Community College that offers vocational education and job training programs has industry advisory committees for each occupational area, to keep vocational curricula up-to-date and closely articulated with the needs of employers. Contract education goes beyond the point where Community Colleges and business/industry work together, to where the Community Colleges are clearly working for the particular business organization -- often for a profit.

An issue often confronted in designing cooperative programs, is the question of who should pay for a particular training program designed with the needs of a specific, often large, employer in mind. Generally speaking, if the training needs of the employer are closely related to what is normally offered in a specific Community College program, and the class is open to the general public, the Community College pays the costs and collects the ADA for State funding. If the training is specific to a particular employer, or is offered in an industry location that is not open to the general public, then the employer pays the full training costs.

The issue arises when the needs of the employer begin to dominate the Community College curriculum, or when programs are designed with the company's employees as the primary student clientele, but with the course or program technically "open" and thus offered free to the employer at State expense. Donald Averill, in a recent paper on "Barriers to Expanding Private Sector Programs," raises several issues regarding contract education that must be addressed:

- Is it appropriate to offer use of public space to industry when the program is not open to the general student?
- Is it the college's responsibility to offer education to students or is it to meet the needs of industry for employees?

- Are the Community Colleges in the business of offering vocational training to students (in the broad sense of that word), or only to those who will provide the most support?
- Is the role of academic freedom infringed when industry can determine the curriculum to be taught?

These issues and the potential inclination of the State to adjust district revenues if substantial profits accrue from contract education, may be among those addressed in the major statewide study of contract education in the Community Colleges, authorized by AB 3938 (Farr) with an expected final report in May 1986.

The "Workfare" Bill

Assembly Bill 2580 (Konnyu et. al.), recently signed into law, established the "Greater Avenues for Independence" (GAIN) program, which will provide employment training and support services to those receiving or eligible to receive Aid to Families with Dependent Children (AFDC or "welfare") grants. The bill requires all AFDC applicants and recipients who have no children under six years of age, and who do not qualify for one of the specific exemptions, to participate in the GAIN program. Under this program, county welfare departments will provide a wide range of vocational training and education, job search, and work experience services to grant recipients, with various sanctions (including loss of proportions of the basic aid grant) if recipients refuse to participate. The county welfare offices must develop specific plans within two years to provide the services, in cooperation with various public and private education and training providers. The goal is to get AFDC recipients off of welfare and into non-government-subsidized employment.

The bill includes provisions for the Chancellor's Office to survey the colleges to determine the level and type of services needed and available for welfare recipients; and, to develop a plan and standards for the participation of Community Colleges in providing the full, individual assessment, counseling, open entry/exit education, remedial education, and job skills training required for welfare recipients. The bill also calls for extensive monitoring and research to determine the success of the program.

The State Job Training Coordinating Council, State Department of Education, the Employment Development Department, and the Department of Social Services are involved in various aspects of the program. AB 2580 was co-joined with the passage of SB 303 (Roberti), which establishes an extensive State-funded network of childcare services, particularly for low-income and welfare recipients, under the auspices of the State Department of Education. The childcare services will enable parents to participate in the GAIN program without leaving their children unattended.

AB 2580 calls for the new program/system to be "fully responsive" to the employment needs of the private sector, to program participants, and to local employment needs and economic conditions. The new system is to be integrated "with all other job training, vocational education, and employment services available with the service area ... including local educational agencies for vocational programs." While almost $16 million has been allocated for initial funding of the GAIN program, the full fiscal and programmatic effects that the bill may have on the Community Colleges and other job-training providers is not yet known.

Vocational Education and the Associate Degree

Discussion of the relationship of the associate degree to vocational education is provided in the "Associate Degree" section.)

Policy Issues

The Commission has discussed a number of policy issues concerning vocational education:

- Given that the problem of occupational stereotyping in the workforce is mirrored in many of the vocational education and job training programs, how can the State help overcome this problem and encourage students to consider nontraditional occupations?
- To what extent should the Community Colleges focus their attention and resources on short-term job training or certificate programs, as opposed to broad-based vocational education programs? Should student demand be the primary arbiter of offerings and emphasis?
- How can the State encourage increased cooperation among the Community Colleges, the public schools, and the proprietary schools in the provision of job training or vocational education programs? What models exist to encourage such cooperation?
- Should the Community Colleges be involved with apprenticeship training programs, given the various affirmative action difficulties related to these programs and their sponsors?
- How can the State support the demonstrated needs of the Community Colleges for updated equipment?
- How can the State encourage the establishment of evaluation mechanisms and student follow-up studies in Community College vocational education and training programs?
- Should recommendations be made now, or should the State wait for the new statewide report on contract education to be completed in Spring 1986?

To address these policy issues, the Commission considered a wide range of options intended to strengthen the Community Colleges vocational programs, to ensure the articulation of vocational programs from one level of education to the next, and to provide adequate student and employer follow-up.

Recommendations

After consideration of available research and extensive public testimony, the Commission recommends:

14. That the Board of Governors and State Board of Education each identify their vocational programs that show evidence of underrepresentation of specific groups and together assist the colleges in developing programs, in cooperation with local secondary schools, to encourage students to enter those vocational programs in which they are underrepresented.

15. That the Board of Governors and the State Board of Education, with appropriate faculty consultation, help local high schools and Community Colleges to establish closely articulated "2+2" programs -- two years in high school, two in a Community College -- where such programs would meet local student and employer needs, and that in cooperation with the Trustees of the California State University, with appropriate faculty consultation, develop articulated "2+2+2" vocational programs leading to the baccalaureate degree where appropriate.

16. That the Board of Governors and the California State University cooperatively establish vocational education transfer programs, ensuring articulation at both the State and local levels, with faculty from both segments cooperating in curriculum development. Vocational students seeking an AS degree should be required to satisfy the transfer core curriculum and courses specific to occupational major requirements.

Local colleges should be authorized to award the AS degree upon completion of the transfer core curriculum, occupational major, and elective requirements.

17. **That the Board of Governors authorize the colleges to grant a new Associate of Applied Science degree, to prepare students for immediate employment in fields where there is no baccalaureate degree. The AAS degree should indicate basic competence in general education as well as in entry-level occupational skills.**

18. **That the Board of Governors invite and encourage the independent institutions to participate in the development of vocational transfer programs and to consider their application to their own institutions.**

19. **That the Board of Governors develop criteria and procedures whereby Community Colleges can apply to be designated as technical colleges with a focus on quality vocational degree, certificate and business/industry cooperative programs, so long as students continue to have reasonable geographic access to a comprehensive Community College should they choose that option.**

20. **That the Board of Governors encourage all Community Colleges, but particularly the designated technical colleges, to work closely with local business and industry to meet the economic development and employment training needs of the community through vocational education, job training, and employer-specific contract education programs.**

(The following recommendation is numbered to match the Commission's final report, in which all research recommendations are listed in a single section entitled "Institutional Research and Evaluation.")

32. **That the Board of Governors establish research and evaluation programs for vocational student and employer follow-up at both the State and local levels, to determine whether vocational programs are functioning effectively and meeting student and employer needs. The Board of Governors should establish statewide evaluation measures for comparative purposes and assist the colleges in designing appropriate research and follow-up mechanisms. Results should be published statewide in a timely fashion.**

The Associate Degree and its Relation to Transfer and Vocational Education

Issues Statement

- What should be the purpose of the Associate Degree?
- What should be the relationship of the degree to the transfer and vocational education functions? Should the degree(s) be restructured to reflect these functions?

Background Questions:

- What options or models are available to strengthen the associate degree?

Brief History of the Associate Degree - National and Statewide

This section excerpts the work of the 1985 Board of Governors Task Force on Academic Quality in reviewing the history of the associate degree, which utilized work done by the National Task Force on the Redefinition of the Associate Degree (convened by the American Association of Community and Junior Colleges).

The associate degree did not develop over many centuries, reflecting old and established academic traditions. Instead, the first associate degree was awarded in 1900 by the University of Chicago and was closely linked to the establishment of Joliet Junior College, the forerunner of today's community colleges. That associate degree was intended to signify "the successful completion of what we have today come to refer to as lower-division, breadth or general collegiate education" (p.2).

A few years later, Fresno City College became the first junior college in California and offered the associate degree. "From their inception, Joliet, Fresno and the other earliest 'junior colleges' included curricula for technical and vocational training; but their dominant function was the provision of lower-division college work, and for that the Associate degree was awarded." There is no firm information on when the junior colleges began awarding associate degrees in vocational areas, but the practice was apparently commonplace by the 1930s (p.3).

The next four decades brought dramatic changes for higher education: the economic expansion of the '50s, the "baby-boomers'" appearance on college campuses, concern for the civil rights of women and minorities in the '60s, and the technological advances of the '70s, all supported a shift from "higher education" to the broader "postsecondary education," with its concerns for access and a more open, nonelitist curriculum. The Task Force report notes that: "... this diversification of student constituencies and expansion of size and number was accompanied by significant shifts in curricula and patterns of enrollment which undoubtedly, in turn, affected the nature, structure and public image of associate degree programs. It may also be important to note that while these expansive tendencies and their effects were observed in all segments of higher education, the open door mission of community colleges made the changes particularly pronounced" (p.4).

Current Status and Descriptive Data

National and Statewide Concerns

Several reasons for current concerns over the nature, purpose and value of the associate degree include: (1) the traditional prestige of the associate degree has never been its strongest advantage, and it is now more valued for vocational and personal purposes; (2) the degree may not necessarily have great monetary potential or "job insurance"; and (3) the degree no longer qualifies students for transfer to particular four-year institutions (Task Force on Academic Quality, 1985, p.5).

In addition to such concerns about the strength and value of Associate in Arts and Associate in Science degrees, the National Council for Occupational Education released a report in June 1985 calling for nationwide acceptance of the Associate in Applied Science (AAS) degree. The National Council included the following as part of its recommendations on the AAS degree: it should be designed to prepare students for immediate employment and be responsive to the employment needs of business, industry, public agencies, the military, and entrepreneurship; it should be limited to sixty to seventy-two semester credit hours and all specialty components be outcome oriented; the technical specialty component should constitute 50 to 70 percent of the course credits, while the general education components should constitute a minimum of 25 percent of the course credits; minimum criteria for admission to the AAS program are essential; and the AAS programs should be supported by student services designed specifically for the needs of career-oriented students.

Opponents of the AAS degree, argue that it often becomes a "second class" degree compared to the broader AA and AS degrees. They further contend that the current AS degree, offered by the California Community Colleges, could be restructured to include the criteria specified by the National Council. Proponents of the AAS degree, argue that it provides a valuable option for those students interested in obtaining a degree that is more intensely focused on occupational skills and articulated with business and industry than are the AA or AS degrees. Many states currently offer the AAS degree and a substantial number of students in community colleges nationally receive this degree.

Statewide minimum standards for the associate degree in California (18 units in a major, 18 units in General Education, and the rest in electives, for a total of 60 units), "have permitted the same structural variability within those titles [Associate in Arts - Associate in Science] and has, therefore, subjected the degree to the same credibility problems as are cited in the National Task Force report" (p.6).

Data from CPEC indicate that in 1982, 58,783 associate degrees were awarded in the Community Colleges, with the largest percentage (46%) awarded in the "Unspecified" category (which includes the traditional liberal arts and "general studies" curricula many students take prior to transfer). The other 53 percent were awarded in vocational or technical fields such as Business and Commerce Technologies, Health and Paramedical Technologies, and Mechanical Engineering Technologies (p.7).

The Associate Degree and Student Choice

Reasons why transfer students do not necessarily want the associate degree include: (1) the degree itself is not transferable, and (2) students may take the requisite transfer courses and units and then transfer into the four-year institution, without completing the different courses that may be required for the associate degree.

Occupational students can receive Certificates of Achievement upon successful completion of the required work for the major, without having to take additional general education requirements for the associate degree.

However, the Task Force report contends that:

> "The greatest proportion of degree recipients -- at least a majority -- are students who do, in fact, transfer or enter work in an occupational field, despite the fact that they have the alternatives noted above. The incidence of degree completion is especially high in those occupational fields, such as nursing, where there exist clear professional standards or licensure requirements, or such as paraprofessional or drafting, where there is occupational acceptance of the degree as a minimum qualification.
>
> "A significant proportion of degree recipients, who may or may not intend to use the degree to secure employment or to transfer its courses, value the degree chiefly as a sign of personal development or accomplishment." (Task Force on Academic Quality, 1985, p.8.)

Board of Governors' Proposals to Strengthen the Associate Degree

The Task Force on Academic Quality offered several proposals to strengthen the associate degree. These proposals, with some alterations, were submitted to the Board of Governors in April 1985. The Board adopted these proposals, which include: (1) the establishment of more detailed and rigorous criteria for associate degree-applicable courses; (2) the removal of associate degree credit for remedial courses; and (3) a proposal for the Chancellor's Office and the districts to "determine whether there is also a need to redefine or restructure the degree itself. The outcomes of those activities would be reported to the Board in December 1985" (Board of Governors' agena item, "Proposals for Strengthening the Associate Degree...", April 18-19, 1985, p.7).

The Board of Governors approved alterations to various sections of the Title V regulations, in order to accomplish the purposes stated above. In essence, the alterations do the following:

- Add five new criteria (critical thinking skills, college-level vocabulary and study skills, use of college-level reading materials, ability to work independently, and eligibility for degree-level courses in English and mathematics, when appropriate) to those in existence for associate degree-applicable courses.
- Expand or modify existing criteria for credit courses (use of multiple measures of student performance when assigning grades, specified hours of homework, and use of prerequisite skills as well as courses, whenever appropriate).
- Specify that associate degree credit not be given for courses that do not meet the new criteria (i.e., remedial courses).

(California Community Colleges, Agenda Item, 1985c, pp.4-7.)

Once these alterations are approved by the Office of Administrative Law, State of California, they will become effective and binding on all Community College districts.

Related Considerations and Issues

The Task Force on Academic Quality examined numerous issues relating to the structure and function of the associate degree, and listed the following key problems that remain:

- Associate degree requirements do not match lower division transfer requirements of the University or State University, often because those requirements differ among the campuses of the four-year segments themselves.
- State-level associate degree requirements (18 units in General Education; 18 units in the major) are identical for both transfer or occupational majors, while the respective curricula vary enormously.
- State-level associate degree requirements do not signify the completion of a structured or "core" program of studies, nor the attainment of specified college-level competencies. (Task Force, 1985, p.12.)

Recognizing the difficulty of restructuring the associate degree given the various opinions and options, the Task Force on Academic Quality felt it was "unable at this time to reach concensus on specific proposals for redefining a degree or degrees" (p.13). The Task Force recommended that there was a need to "examine the need for redefining or restructuring an associate degree or degrees in California and report future findings and recommendations to the Board." (Board of Governors' April 1985b, agenda item, p.9.)

Policy Issues

The Commission has discussed several policy issues related to the health or value of the associate degree:

- How can the associate degree be strengthened as it relates to the transfer and vocational education functions?
- Should the AAS degree be established in California Community Colleges for students wanting a purely vocational degree?

Recommendations

To address these and other policy issues, the Commission has made recommendations that include strengthening the AA and AS degree through inclusion of a core curriculum, and approval of the AAS degree as an additional option for Community College students. **These recommendations are included as part of the recommendations in the "Transfer Education"and "Vocational Education" sections.**

Remedial Education

Issues Statement

- What should be the role of the Community Colleges in providing remedial instruction?
- Should there be overlap or duplication in the remediation function among the segments?

Background Questions:

- What is meant by the term "remediation" in the various segments and how much is done?

Brief History of Remediation in the Community Colleges - National and Statewide

Remedial education, to be fully understood, must be seen in an historical context that places the national and statewide problem of underprepared students in perspective. An excellent background on the remediation issue, from the first remedial course offered at Harvard in 1874 to the national focus on remedial education today as the "fastest growing area in the college curriculum," can be found in the 1983 CPEC study *Promises to Keep*. That report also analyzes reasons for the national decline in student preparation, a decline that has caused every type of postsecondary educational institution -- from highly selective research universities through the open-door Community Colleges -- to offer remedial instruction and support services to entering students.

John E. Roueche, a national authority on adult literacy and remediation, said the following about the national remediation problem:

> "Community colleges long have borne the brunt of adult illiterates in American higher education. With its open-door admissions policy that accepts <u>any</u> high school graduate or <u>any</u> adult that can profit from instruction, these institutions have decades of experience in providing developmental or remedial courses to entering students who do not possess the basic literacy skills needed for academic success in regular freshman curricula. By the late 1960s the most offered courses in American community colleges were remedial reading, remedial writing, and remedial arithmetic. As many as 50 percent of any entering freshman class were found in need of essential remedial work." (1984, pp.21-24.)

The article examines the steps taken by community colleges nationally to respond to adult literacy and student underpreparation problems. In reviewing various studies done by other researchers, Roueche describes the eleven elements that have been identified as crucial to the most successful remedial programs: "strong administrative support, mandatory counseling and placement, structured courses, award of credit [at least workload/transcript credit], flexible completion strategies, multiple learning systems, volunteer instructors, use of peer tutors, monitoring of student behaviors, interfacing with subsequent courses, and program evaluation" (p.23).

In summarizing his several decades of research findings, Roueche states:

> "In conclusion, American community colleges are well experienced with adult literacy needs. Putting it another way, these institutions are caught between a rock and a hard place. As curriculum literacy requirements escalate at a frightening pace, students are enrolling today farther and farther behind in those basic academic skills so critical for success in college-level courses.
>
> "A few community colleges have developed programs that identify students with academic skills deficiencies and place them in remedial/developmental programs that bring students to college-level skills in short periods of time (Roueche, 1983). The models exist, and they document the learning potentials and capabilities of community college students. They can learn and be proficient in a wide variety of academic programs. They simply have not been taught" (p.24).

The 1960 Master Plan and the Community College Response

In California, the 1960 Master Plan indirectly charged the junior (community) colleges with the responsibility for remedial instruction:

> "If the state colleges and the University have real differentiation of functions between them, they should have substantially different admissions requirements. Both should be exacting (in contrast to public higher educational institutions in most other states) because the junior colleges relieve them of the burden of doing remedial work" (p.66).

Given this charge, and as a consequence of their assigned open-admissions policy, the Community Colleges responded by providing various forms of remedial instruction and support services. By the mid-seventies, however, questions had arisen regarding the increasing amounts of remediation needed by entering Community College students, and the problem of the "revolving door" -- the failure rate of those unprepared students to complete college courses and programs. As one author asked:

> "Can community colleges, without reducing quality education, fulfill their unique commitment to open access higher education, or are quality education and the 'open-door' policy mutually exclusive concepts?" (Duncan-Hall, 1977, p. 2).

Additional questions raised by this author concerned the appropriateness of various instructional methods, whether to grant credit for remedial courses, and whether the remedial courses as then structured were really effective.

A recent report offers five possible reasons for the growth in Community College remedial offerings: (1) expanded assessment programs in the Community Colleges; (2) declining high school standards; (3) a cap on the growth of public school adult school programs; (4) a larger proportion of underprepared high school students attending the Community Colleges; and (5) growing numbers of adults seeking basic skills training. (Berman and Weiler, 1985, Vol. 3, pp.222-223.)

Current Status and Descriptive Data

Definitional Problems and a New Taxonomy

There are definitional problems surrounding the term "remediation". What is meant by "remediation" at the University of California differs from what that term signifies in a Community College, largely due to differences in the population of students being served. The California Postsecondary Education Commission and the Board of Governors both provide definitions of remediation and specify which courses in the areas of reading, writing, and mathematics are remedial. English as a Second Language provides a particularly difficult definitional problem, as it does in the University and State University, since it is not considered a remedial program.

Some information on ESL is provided in this document, but the major discussion of ESL as an intersegmental issue will occur as part of the full Master Plan study. While there are differences in what constitutes "remediation" in the various segments, <u>all</u> segments are having to cope with increasing numbers of students who arrive unprepared for college-level work.

Issues of student underpreparation and the increasing need to bring students up to college-level in all segments of postsecondary education, are linked to discussions of the increasing numbers of ethnic minority students. The question often asked is, "Is remediation really a minority student problem?" That issue was addressed as part of the California Postsecondary Education Commission's remediation study, which indicated the need for remediation cuts across all ethnic groups and affects students from all socioeconomic backgrounds (Coffey, Janis Cox, 1983; p.7). Remediation is not uniquely a minority student problem, since the decline in the quality of preparation has affected all high schools to some extent. However, data from various Community College districts that have

assessment and placement procedures suggest that higher proportions of minorities are assessed as needing the lowest levels of remediation, primarily due to the lower quality of their high school preparation. The data also suggest that while nonhigh school graduates are more likely to be in remedial courses than are graduates, the majority (70-80%) of all students in remedial courses are in fact high school graduates.

To clarify what is meant by the term "remediation", the Master Plan Commission staff in cooperation with the segments, developed a taxonomy of remediation that includes new terms for the various types or levels of remedial instruction offered in the key areas of English and mathematics, definitions of the types of students served in each type of instruction, and estimates from each segment of the numbers and proportions of students served in each level of remedial instruction.

The taxonomy begins with the nonremedial "University Level" of instruction. This level can be found in the three public postsecondary segments, but chiefly in the University and State University. As defined in the taxonomy, students at this level "are college-ready and likely to succeed in the freshman-level courses" with no assistance. Examples of courses at the "University Level" of instruction include Calculus, Pre-Calculus, and Analytical Geometry in the mathematics area, and Freshmen Composition (commonly called English 1A).

The taxonomy terms the first "remedial" level of instruction as "Pre-College Level 1.". Students at this level include "students who are college-ready, except for minimal specific skill deficiencies that require instruction one level below the Freshman level in English and/or Math." Examples of math courses at Pre-College Level 1 include Advanced Algebra, Intermediate Algebra, and Trigonometry. English courses at this level include Subject A at the University, and courses one level below Freshman Composition at the State University and the Community Colleges.

The next level of remedial instruction is called "Pre-College Level 2." Students at this level are defined as "students who are nearly college-ready, but exhibit serious multiple skill deficiencies that require instruction at two levels below the Freshman level in English and/or Math". Geometry and Elementary Algebra are included in the math area, as are English courses two levels below Freshman Composition.

"High School Diploma Level" is the next level of instruction, serving students who are "non-college-ready, in need of high school level skills in various disciplines (i.e., below the college preparatory level)." At this point, the task force recommended discussing skills instead of courses, so the examples include "General Math" and "Paragraphs, sentence structure, and reading skills in courses at the ninth through twelfth grade levels."

The "Junior High Level" of instruction serves students who are "non-high school ready, in need of junior high school level skills in various disciplines." Arithmetic is an example of the skill level in math, while the English skills required are defined as "Basic reading and beginning sentence skills in courses at the seventh through ninth grade levels."

The "Elementary Level" of instruction is designed for students who are "non-high school ready, in need of elementary school level skills in various disciplines." Arithmetic is also cited at this level as an example of the skill level in math, while the English skills required are defined as "Above skills (i.e., "Junior High Level") but at the sixth grade level and below."

The lowest level of instruction offered is termed the "Developmental/Basic Living Skills Level", and serves "students operating below the elementary level or who need basic life and coping skills." The intent is to include in this category such students as the developmentally disabled (which includes the mentally retarded) who are currently served in some Community Colleges, public school adult schools, and high schools. Recent immigrants and refugees -- particularly those who are not literate in their own language -- may also be served by this level of instruction in various segments.

(See the taxonomy, its caveats, and the five graphs at the end of this section for further information.)

Nature, Extent, and Cost of Remedial Activities and ESL

While information exists on the nature, extent, and cost of remedial education programs nationally and statewide, much of the data is noncomparable due to the differing definitions of remediation. For California, the California Postsecondary Education Commission study *Promises to Keep* (1983a) provided data based on a survey that used consistent definitions of remediation across the three public segments.

The study found that during the 1980-81 academic year, the University spent $6.6 million on remediation which represented a 17 percent increase over 1979-80 and a 40 percent increase over 1978-79. This amount included $409,000 spent on ESL programs, where enrollments were rapidly increasing. The State University spent $9.3 million on remediation in 1980-81, a 97 percent increase over their 1978-79 expenditures. Of this amount, over $1 million was spent on ESL programs, the demand for which appeared "to be exploding" (p.66). The $66 million spent on remediation by the Community Colleges in 1980-81, was the highest of the three segments and represented a 37 percent increase over 1978-79. The Community Colleges also showed dramatic increases in ESL enrollments, which went up 77 percent over the three-year period. While expenditures on remediation activities do not represent the majority of any segment's budget, the need for and costs of remediation are increasing dramatically. This is a concern, since dollars spent on these activities are not available for other collegiate programs and services.

The Learning, Assessment, Retention Consortium (LARC) data suggest that remedial activities are continuing to increase in the California Community Colleges, with the greatest increase in remedial reading and writing rather than mathematics.

The taxonomy estimates the numbers and proportions of entering freshmen eligible for university level courses in each postsecondary segment, and those who must take various levels of remedial instruction. (See the taxonomy and graphs at the end of this section.)

Based on the taxonomy, there appears to be a delineation of functions in the levels of remediation offered in the public segments, although there is some overlap. In general, the University and State University concentrate on the upper levels, while the Community Colleges and public school adult schools handle the lower levels in their noncredit adult education programs.

Although a substantial proportion of the University's regularly admitted freshmen are taking instruction at the university level, the majority are required to take instruction in English at Pre-College Level 1 with a small proportion required to take Pre-College Level 2. For the University's specially admitted students, the need for remediation at Pre-College 1 and 2 levels is much greater, perhaps indicating the large proportion of "special admits" who come from disadvantaged backgrounds. The State University data is similar, with half of the regularly admitted freshmen taking courses in math and English at the university level; somewhat higher proportions than at the University take courses in math at Pre-College Levels 1 and 2; and somewhat lower proportions need English courses at these levels. The State University "special admits" vary considerably from the "regular admits," with substantial proportions taking remedial instruction at Pre-College Level 2. About one-quarter of the Community Colleges' first-time freshmen are able to enroll in university-level instruction without remediation, with the majority taking courses at Pre-College Levels 1 and 2. The Community College students also take courses at the High School Diploma Level and below, although the proportions at the lowest levels are relatively small. There is considerable overlap in lower levels of remedial instruction with the public school adult schools, who serve many of the same students that the Community Colleges serve in their noncredit adult education courses.

Key findings from 1984 data on the nature, extent and cost of ESL programs, courses, and services in the Community Colleges include:

- Eighty-five of the 92 colleges responding to the survey offered ESL.

- The unduplicated enrollment in ESL courses was 109,671 students, 74 percent of whom were enrolled in noncredit ESL offerings, with 26 percent in credit courses.
- The ethnic composition of ESL students is highly diverse, with 29 different ethnic groups reported. However, three groups account for 87 percent of the total: Hispanics (47%); Southeast Asians (20%); and Chinese (20%).
- In general, students in credit ESL programs are younger (45% between the ages of 18-25) and better educated (44% have some college) than those in the noncredit programs (33% at 6th grade level or below).
- As reported by 75 colleges, direct instructor costs were approximately $17 million with an average of $227,000 per college.
- Sixty-eight percent of all ESL instructors are part-time.
- A breakdown of credit and noncredit program costs statewide (for those 85 colleges reporting) is $6,459,316 and $10,880,190, respectively.
- The major source of support for ESL offerings is State-funded ADA.

(California Community Colleges, Agenda Item, 1985b.)

In addition, the Board of Governors' agenda item includes six policy recommendations related to ESL: (1) establishing a separate and uniform Taxonomy of Programs for all ESL offerings; (2) developing Title V guidelines for credit and noncredit ESL offerings; (3) establishing an ESL assessment review committee; (4) establishing uniform placement and course equivalency criteria for beginning, intermediate, and advanced ESL; (5) collecting of crucial data on an annual basis; and (6) establishing a separate ESL instructor's credential. ESL programs in the Community Colleges are receiving considerable attention by the Board of Governors and Chancellor's Office. Projected demand for these programs, especially considering the State's demographics, warrants such attention.

From Taxonomy to Issues: The Remediation Controversy

Some argue it is the segments' responsibility to offer courses that meet the needs of entering students, particularly those whom selective institutions choose to admit. However, the extent of overlap in the levels of remedial instruction evidenced by the taxonomy raises the issue of whether more formal delineation of functions might be appropriate. (Several intersegmental models that address the delineation of functions issue are discussed under "UC, CSU, and the CCC: Cooperative Remediation.")

In the Community Colleges, the delineation of functions is often alluded to as an academic floor. At issue is whether there ought to be some level beneath which Community College students, once assessed, would be directed to instruction in institutions offering noncredit adult elementary and secondary skills instruction (which includes the public school adult schools and some Community Colleges). While the idea sounds simple, there is a great deal of controversy about the academic floor. Some argue that establishment of an academic floor would disproportionately affect the access of minority students, many of whom enter the Community Colleges needing the lower levels of remedial instruction. Others argue that having no floor and admitting anyone over eighteen, no matter how unprepared for college-level work, diminishes both the institution and the student. Proponents argue that a renewed emphasis on academic quality would benefit all students, while critics charge that a diminution of minority student access to postsecondary education would result.

Central to this argument is how the *Education Code* phrase "capable of profiting from the instruction offered" has been defined. While a number of Community Colleges define the phrase as meaning that students must enter college with skill levels that enable them to participate in the curriculum -- in short, be prepared to profit from instruction -- other colleges define the phrase to include mental patients, the retarded, and other severely disadvantaged people. Clearly, such services must be provided -- the issue is whether the provider should be the Community Colleges.

A recent draft paper on "California Community Colleges as Providers of Remediation" (1985) by the Learning, Assessment, Retention Consorium (LARC), addresses the need for remediation, minority student access, and an academic floor. Arguing that an academic floor could have serious consequences, particularly for minority students, the LARC paper proposes that "the Community Colleges should offer the full range of remediation, but with limitations on units/time as measures of student progress" (p.5). Students would be permitted to take up to thirty semester units or thirty-six quarter units of remedial coursework -- the equivalent of a full academic year if the student attended full-time. Students who fail to make satisfactory progress would be referred to "supplementary options," such as noncredit, individualized contracts, noncredit adult basic education programs, or other community-based educational services. To accomplish this, LARC indicates that a number of "conditions" must be met at each campus, including: (1) mandatory assessment and placement; (2) required enrollment in remedial courses; (3) setting of competency skill levels for all academic and vocational courses; (4) concurrent enrollment in nonremedial courses (depending on student skill levels); (5) support services (counseling, tutoring, financial aid); (6) articulation activities (with feeder high schools); and (7) monitoring of student progress through student evaluation and follow-up. The LARC option permits the Community Colleges to offer any level of remediation necessary for their students, but places a limit on the amount of remedial coursework that a student can take.

Evaluation Data

There is relatively little data at the statewide level evaluating the effectiveness of remedial programs. There are several reasons for this. First, evaluations must determine the effect remedial programs have on student success not just in terms of course completion, but in terms of cumulative grade point average in all subsequent courses, programs completed, and degrees attained. This requires longitudinal studies of specific student populations, which are highly labor intensive and thus expensive. Second, many involved with remedial programs feel that the limited funds should be spent on instruction and services for the students, not on research for administrative or State-level purposes. Third, it is difficult to do the type of intensive, longitudinal research required on program effectiveness, exclusively at the State level; such research requires cooperation from the district or college level where student-specific outcomes can be measured.

Information on the effectiveness of remedial programs does exist at the local district or college level. The Learning, Assessment, Retention Consortium has information on the relative success of the remediation programs provided by its member colleges, and CPEC is conducting an evaluation of several FIPSE-funded pilot projects to evaluate remediation in local Community College districts. Such evaluations should provide important information as to what kinds of remedial programs work best, with which students, and under what circumstances.

Related Considerations and Issues

The Community Colleges and Public School Adult Basic Education

The post-Proposition 13 cap on funding of local public school adult schools and the statutory limit (2.5% per year) on the growth of these programs, have resulted in waiting lists for such programs as elementary and secondary level basic skills and English as a Second Language (ESL) instruction. Berman and Weiler conclude that the Community Colleges may have become increasingly involved in remedial and ESL activities, as a result of the public school limitations on funding and enrollment growth in the public school adult program. (See "State-Funded, Noncredit Adult Education" for additional discussion.)

University, State University, and Community College: Cooperative Efforts

A series of recommendations focusing on the need to reduce remedial activities provided by the University and State University over a five-year period, with the Community Colleges providing

additional remediation for UC and CSU students on a cooperative basis, can be found in the 1983 CPEC report *Promises to Keep*. Models exist for such cooperative efforts in San Diego and in Chico.

The July 1984 California Postsecondary Education Commission *Progress Report on Segmental Response to the Commission's Recommendations Regarding Remedial Education*, discusses each segment's response and the activities underway since *Promises to Keep* was published. The University stated it would reduce remediation activities when improved high school programs produced better prepared students, and focused on ways the University could assist high schools in achieving that end. The response did encourage the University campuses to "experiment in providing remedial courses through the Community Colleges, expanding such courses where warranted" (p.4). A full study of remediation in the University is currently underway.

The State University's response focused not only on improving high school preparation, but included establishing cooperative arrangements with Community Colleges wherever possible and "eliminating remedial programs for those students who meet admission criteria and who are recent high school graduates" (p.6). This allows CSU to continue remediation for "special admit" students and for reentering adults.

The Board of Governors' disagreed with Community Colleges providing the majority of remediation for the University and State University and, instead, suggested an intersegmental mechanism that would establish delineation of function agreements as to who should provide remediation on a regional, rather than statewide basis. The Community Colleges do not seem altogether sanguine about the possibility of becoming the primary providers of remedial instruction for the four-year segments, lest that function overwhelm the colleges' ability to perform other functions adequately.

Policy Issues

The Commission has discussed a number of policy issues regarding remedial education that can be summarized as follows:

- Given the various meanings of the term "remediation", can a taxonomy be developed that differentiates the levels of instruction offered under the term "remediation" in each segment?
- Is remediation primarily a minority student issue?
- Should the State establish delineation of functions among the public postsecondary segments, regarding the levels of remedial instruction to be provided by each segment?
- Should the State establish an academic floor beneath which the Community Colleges would not offer instruction?
- Should the State change the phrase "capable of profiting from the instruction offered" to "prepared to profit from the instruction offered" for the California Community Colleges (*Education Code* Section 76000).

To address these policy issues, the Commission considered a wide variety of options that ranged from the Community Colleges doing all remediation for the three postsecondary segments to the colleges doing virtually no remediation, with the public school adult schools providing the majority of such offerings.

Recommendations

After consideration of available research (including the taxonomy) and extensive public testimony, the Commission recommends:

21. That the Board of Governors authorize Community Colleges to continue to provide remedial education courses as needed to help students succeed at the postsecondary

education level. Such courses should be offered only for noncredit or nondegree credit (i.e., not applicable to the associate degree nor certifiable for transfer).

22. That the Board of Governors establish a limit to the number of units of remedial coursework a student may take. The Commission endorses a limit of thirty semester or forty-five quarter credit units. Students needing additional remedial work should be directed to noncredit adult basic education programs, in either the Community Colleges or the adult schools, or to other community-based services. English as a Second Language and learning disabled students should be exempt from the unit limit, and college counselors should be permitted to request waivers for students who do reach the unit limit but are still showing significant, measurable progress toward acquisition of college-level skills.

23. That the Board of Governors establish a policy that enrollment in remedial courses be mandated based on the student assessment, counseling and placement program recommended in this report's section on "Access and Success".

24. That the Board of Governors establish a policy that concurrent enrollment in nonremedial courses be made contingent on student achievement of appropriate collegiate skill levels.

25. That the Board of Governors establish a policy that competency skill levels and their assessment be closely articulated with Community College feeder high schools.

(The following recommendation is numbered to match the Commission's final report, in which all research recommendations are listed in a single section entitled "Institutional Research and Evaluation.")

33. That the Board of Governors establish a research program to evaluate the effectiveness of the assessment/counseling/placement program at both the State and local levels once it is implemented. The Board of Governors should report to the legislature on the success of the program on a biennial basis, with the first report due two years after implementation of the program statewide.

REMEDIATION TAXONOMY

Levels of Instruction	Levels of Student	Examples of Courses Math	Examples of Courses English	UC[7] Reg. Admit. (Top 12½%)	UC[7] Spec. Admit. (Exception)	CSU[1] Reg. Admit. (Top 33-1/3)	CSU[1] Spec. Admit. (Exception)	CCC[2] (Open Admission, Credit)	CCC[8] (Open Admission, Noncredit)	K-12[6] Adult Education (Open Admiss., Noncredit)
University Level	Students who are college-ready and likely to succeed in the freshman-level courses.	Calculus, Pre-Calc., Analyt. Geometry	Freshman Comp. (Eng.1A)	Math 80% (15,238) English 46.1% (8,772)	Math 35.9% (607) English 17.2% (290)	Math 55.6% (5,459) English 49.5% (6,082)	Math 22.7% (590) English 15.7% (449)	Math (3) 20.0% (43,524) English 29.4% (64,224)		
Pre-College Level 1[5]	(A) Students who are college-ready except for minimal specific skill deficiencies that require instruction one level below the Freshman level in English and/or Math.	Adv. Alg. Int. Alg. Trig.	Subject A or one course below Fr. Comp. (Eng.1A)	Math 19.4% (3,703) English 52.3% (9,959)	Math 58.2% (3,703) English 80.3% (1,258)	Math 35.2% (3,452) English 34.7% (4,265)	Math 38.4% (996) English 32.2% (915)	Math 25.4% (55,355) English 35.3% (77,000)		
Pre-College Level 2	(B) Students who are nearly college-ready, but exhibit serious multiple skill deficiencies that require instruction at two levels below the Fr. Level in Eng. and/or Math. (Also, H.S. college-prep. students.)	Geometry Elem.Alg.	Courses two levels below Fr. Comp. (Eng.1A)	Math <1% (98) English 1.6% (308)	Math 5.8% English 2.5% (42)	Math 9.2% (908) English 15.8% (1,948)	Math 38.9% (1,010) English 52.1% (1,482)	Math 29.0% (63,203) English 27.3% (59,634)	5% (59,638)	2.4% (2,705)
High School Diploma Level	Non-college-ready in need of high school level skills in various disciplines (i.e. below College Prep. level)	General Math (2 yrs. required courses not specified)	Paragraphs, sentence structure, reading skills in courses at 9-12 grade level.	(Those students needing help at this level generally receive it through Learning Center services since UC indicates it offers no courses at this level.)		(There may be some overlap in remedial course content between Pre-College Level 2 and High School Diploma Level.)		Math 13.1% (28,513) English 10.0% (21,826)	25% (13,523)	21.1% (137,313)
Jr. High Level	Non-high-school-ready, in need of jr. high school level skills in various disciplines.	Arith.	Basic reading & beginning sentence skills in courses at the 7-9 grade level.					Math 11.4% (24,869) English 5.2% (11,246)	40% (21,638)	7.5% (45,771)
Elem. Level	Non-high-school-ready, in need of elem. school level skills in various disciplines.		Above skills but at 6th grade level & below					Math 5.6% (12,232) English 4.1% (9,058)	25% (13,523)	20% (125,235)
Developmental/Basic Living Skills Level	Students operating below elem. level or who need basic life and coping skills.	Counting	Most basic English vocabulary & speaking skills.					Math (4) <1% (297) English 1.2% (2,688)	5% (2,705)	48% (299,946)

Notes: [1] All CSU numbers and percentages are based on data on First-Time Freshman who have taken the English Placement Test (EPT) and the Entry Level Mathematics (ELM) test. The data indicate the number of students either passing the tests or needing one or two semesters of remediation.

[2] The CCC numbers and percents are projections based on a representative sample of colleges. The percentages are figured as the percent of First-Time Freshmen students. The percentages total to slightly more than 100% because students other than First-Time Freshmen are enrolled in courses at all levels.

[3] Math and English enrollments are shown separately for each level and segment since a given student often enrolls in both types of courses.

[4] The CC Chancellor's Office indicates that credit enrollments at this level consist of special courses (rather than special services) for Learning Disabled Students. Most courses and services for the Learning Disabled and Developmentally Disabled are offered in the noncredit format and are not included in these numbers and percentages.

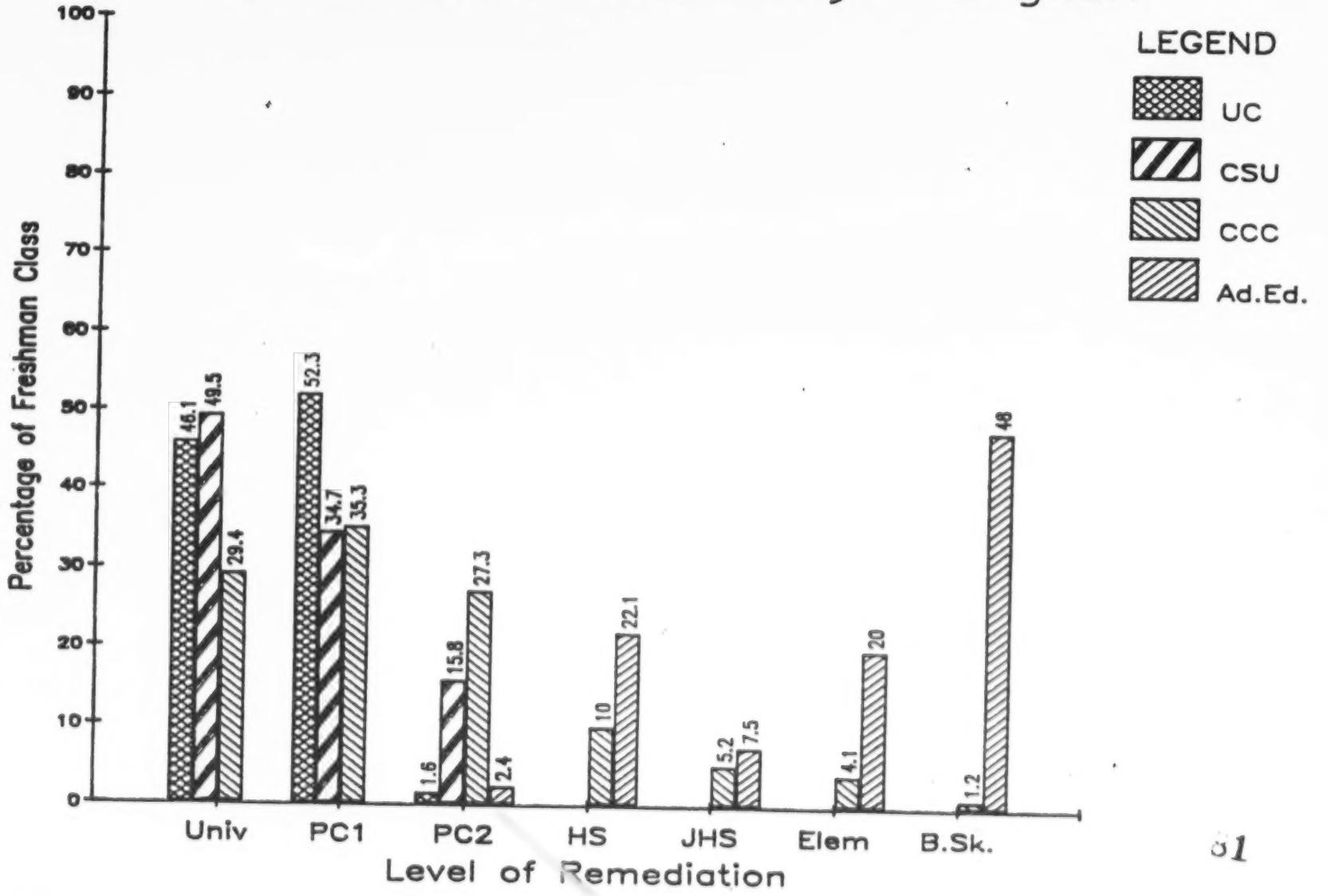
[5] Courses listed under Pre-College Level 1 may not be considered remedial and are sometimes given degree credit by UC, CSU and the CCC.

[6] The numbers and percentages provided by the SDE are based on those of the 1.5 million Adult Education enrollments that are considered "remedial" (i.e., Elementary and Secondary Basic Skills, and ESL programs). The proportions shown above are based on these programs alone, which actually equal only 48% of total Adult Education enrollments, but have been recomputed here to sum to 100%, (as have the CC noncredit enrollments). The other 58% of Adult Ed. enrollments are in the areas of Citizenship, Handicapped Adults, short-term Job Skills Training, Apprenticeship, Older Adults, Health and Safety, Homemaking, and Parenting, and cannot be disaggregated as "remedial" or "nonremedial."

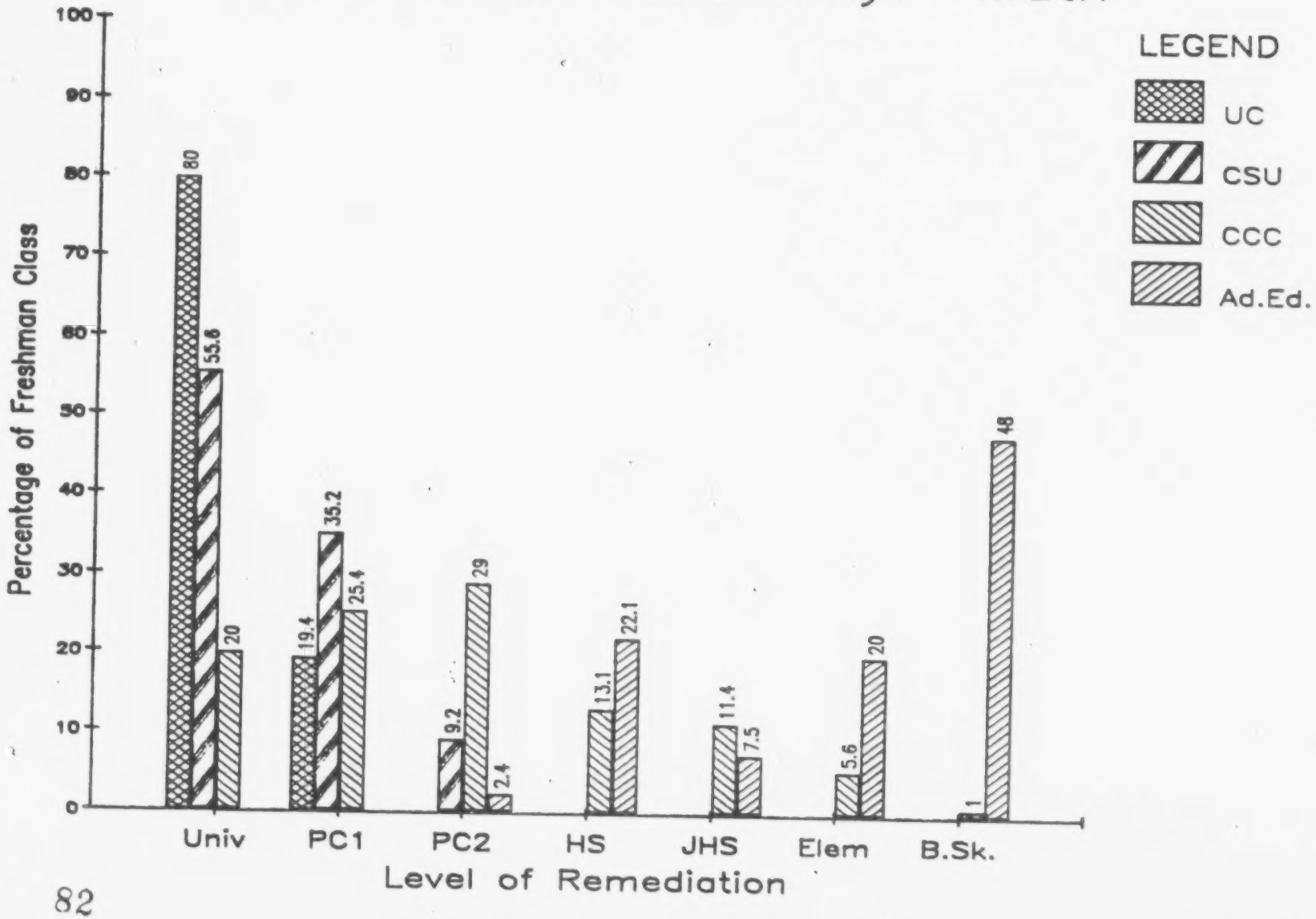
[7] The University's numbers and percentages of students at the "University Level" of mathematics instruction represent those students in the Freshman class who are either prepared for University level math courses or who are in disciplines that do not require math beyond the level necessary for admission to UC.

[8] The CC Chancellor's Office indicates that noncredit enrollments are not evenly distributed across the segment, since only 15 districts offer state-funded noncredit adult education programs. The numbers are based on enrollments in Elementary/Secondary Basic Skills classes only. The distribution of the proportion of these programs across the levels of instruction are estimates only.

Remediation Taxonomy: English

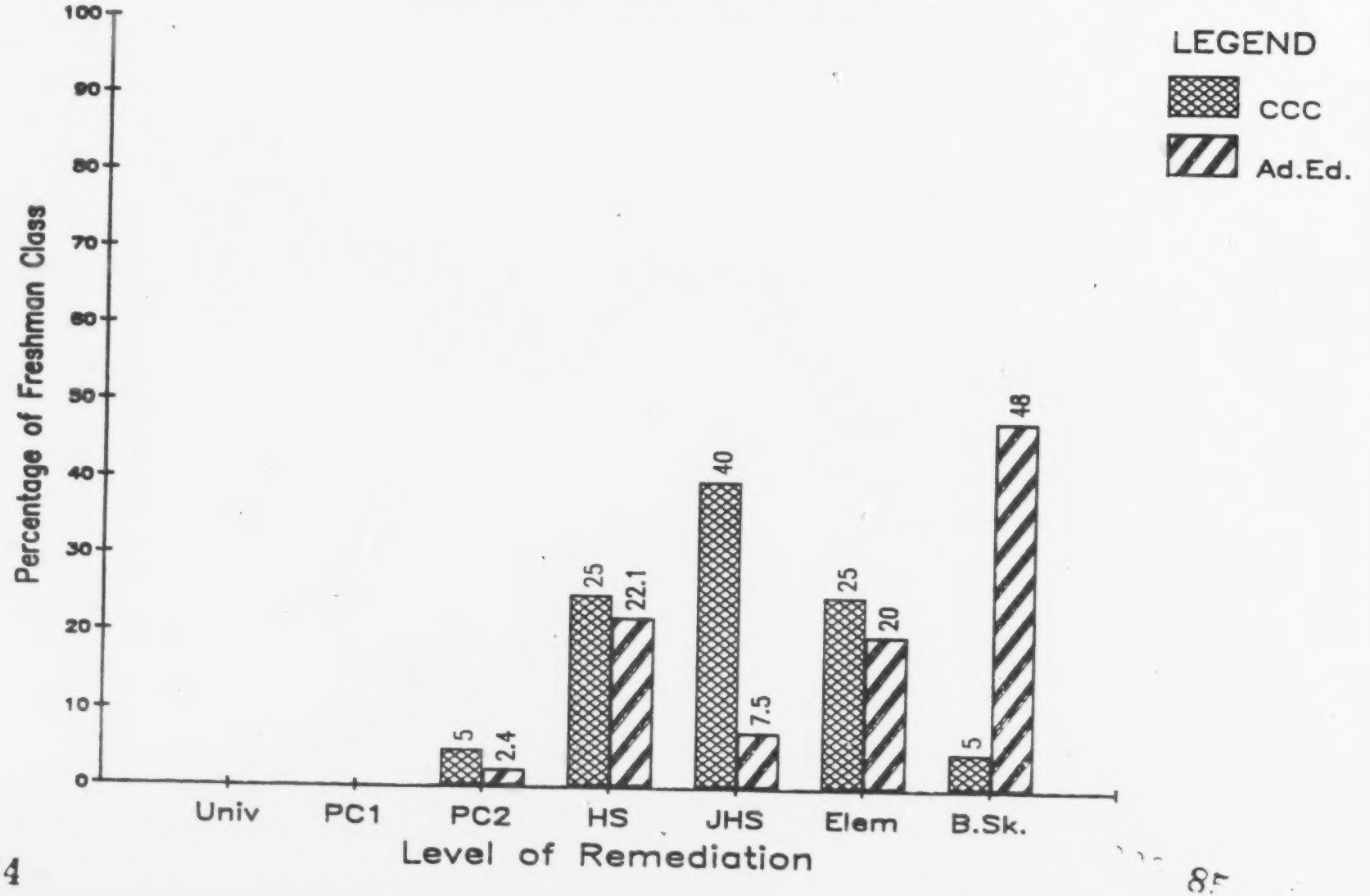


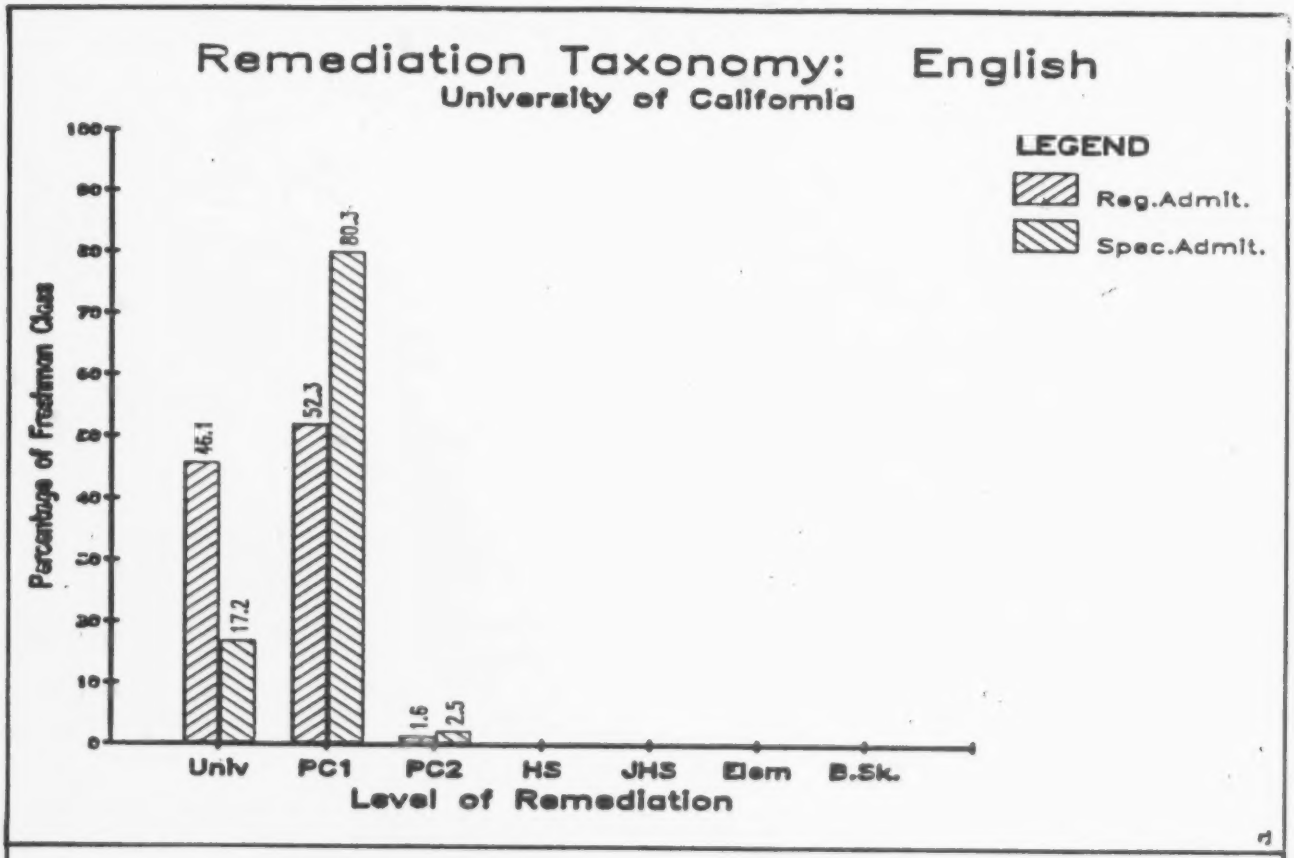
Remediation Taxonomy: Math

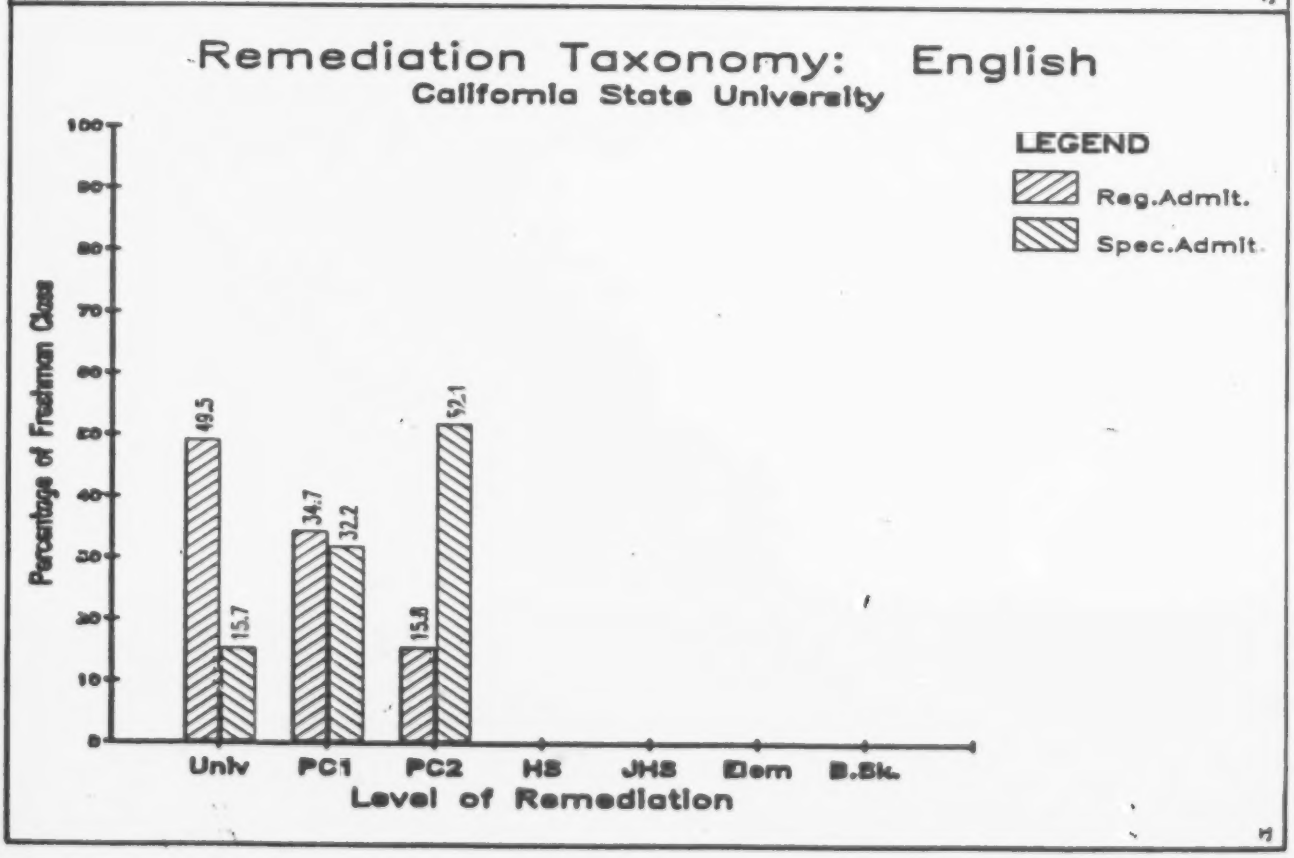


Remediation Taxonomy

Noncredit CCC and Adult Ed.




Remediation Taxonomy: English
University of California
LEGEND
Reg.Admit.
Spec.Admit.
Percentage of Freshman Class
46.1
17.2
52.3
80.3
1.6
2.5
Univ
PC1
PC2
HS
JHS
Elem
B.Sk.
Level of Remediation


Remediation Taxonomy: English
California State University
LEGEND
Reg.Admit.
Spec.Admit.
Percentage of Freshman Class
49.5
15.7
34.7
32.2
15.8
52.1
Univ
PC1
PC2
HS
JHS
Elem
B.Sk.
Level of Remediation

State-Funded, Noncredit Adult Education

Issues Statement

- What should be the role of the California Community Colleges in providing noncredit adult education services, and should their programs be different from those in the public school segment?

Background Questions:

- What are the similarities and differences between noncredit adult education in the Community Colleges and public school segment?
- What types of delineation of function agreements are currently in existence in California? How are these working?
- How might the changing demographics affect the need for provision of noncredit adult education in California?

Brief History of Adult Education

The 1960 Master Plan devoted an entire chapter to "Adult Education," in which the Survey Team discussed the difficulties with what was meant by "adult education." The report noted the "responsibility shared by all higher institutions to make learning a continuing process and to provide opportunities for intellectual development beyond the years of formal full-time college attendance." The report states that the "general intent of these programs is best expressed by 'continuing education'" (p.137).

While defining adult education may have been a problem, virtually all segments were involved in some facet of adult education. The 1948 Strayer report and the 1955 *Restudy of the Needs of California in Higher Education* pointed out "the urgent need for definition of the functions and areas of services to adults to be assigned to each segment of higher education." Confusion and occasional friction existed in the field of higher education and extension courses in the junior colleges, state colleges, and the University (Master Plan Survey Team, 1960, pp.137-138).

The Master Plan provided information on the nature and extent of adult education in the three higher education segments, the characteristics of adult students, the financing of adult education, and enrollment projections for each segment's adult programs. The Master Plan recommendations focused on improving the coordination of adult education offerings through the State Advisory Committee on Adult Education and ensuring adequate State support, but with the distinction between those adults "who are pursuing a stated, planned program with definite occupational or liberal education objectives and those who are enrolling in single courses for which matriculation or prerequisites are absent" (Master Plan Survey Team, 1960, pp.144-145).

The difficulty of distinguishing between adult education in the various segments -- particularly between the public schools and Community Colleges -- is clearly a problem of long standing.

Public Schools and Community Colleges: A Linked Past

Because some of the largest Community College districts were still part of the public school system until after adoption of the Master Plan recommendations, the history of adult education programs in these segments is closely linked. The history of noncredit/adult education courses and their evolution since the middle of the nineteenth century, when the "focus was upon non-readers and immigrants, and elementary schools played a major role in the delivery system," is briefly discussed in a March 1985 Board of Governors agenda item "Report on Noncredit Courses." The report notes that: "Six years after junior college districts were formally authorized in 1921, a division of adult education was created in the State Department of Education. Community college involvement in noncredit

education continued to expand until the late 1970's" (p.3). In fact, the passage of Proposition 13 in 1978 severely limited the growth of adult education in the public school adult schools and Community College noncredit programs. (See "Community College Finance: Current Expense.")

Current Status and Descriptive Data

The Community Colleges and the public school adult schools are permitted to offer State-funded, noncredit classes in ten instructional areas: (1) parenting; (2) elementary and secondary basic skills; (3) ESL; (4) citizenship; (5) programs for the handicapped; (6) vocational training programs; (7) programs for older adults; (8) home economics; (9) health and safety education; and (10) vocational apprenticeships. While basic skills and ESL classes are considered remedial, the other noncredit adult education offerings in the two segments are not (Berman-Weiler, *Volume 3, Appendix*, pp. 214-215). Some of these areas, such as vocational training programs, are similar to those found in the regular Community College curriculum. However, these adult education classes are not designed to be as rigorous as the courses in the regular curriculum. Adult students without much postsecondary education experience may feel more comfortable starting in the less-demanding noncredit format.

There has been considerable statewide discussion as to how these ten areas were chosen, and whether they represent the most important areas for State funding. Some argue that these "sacred ten" were selected in the closing hours of a legislative budget debate and reflect the consensus of various interest groups, rather than a carefully researched assessment of the educational needs of California's adults. Many adults now take courses and programs on a fee-support basis that used to be State-funded. Whether the "sacred ten" are the most appropriate courses for noncredit, State funding or whether certain of those ten should be shifted to fee support are subjects of debate.

The responsibility for providing adult education services in a particular region may rest exclusively with a public school district, with a Community College district, or it may be shared. Fifteen Community College districts are the sole providers of adult education services and account for a large proportion of all State-funded, noncredit offerings for that segment. In terms of similarities, the Chancellor's Office reports that both segments can offer courses in the same designated areas; that the percentages of enrollments within the ten areas are about the same for each segment; that both segments serve a largely disadvantaged clientele; that courses are taught by credentialed instructors in both segments; and, that State funding per ADA is almost the same -- $1,237 for Community College programs and $1,071 for public school adult education programs.

Since the *Education Code* assigns 13th and 14th grade level offerings strictly to the Community Colleges, courses taught at those levels do not require mutual agreements with public school districts; and, "except for basic skills, citizenship, and high school completion classes, secondary districts are permitted by the *Education Code* to charge fees to offset the costs of offering classes." (September 23, 1985 Chancellor's Office memo, Petersen to Murdoch.)

Findings about the Community Colleges' activities in the nine (or ten, splitting elementary and secondary level basic skills) State-funded, noncredit areas are:

- A total of 155,000 (unduplicated) students enrolled in 6,743 courses, representing about 13 percent of total Community College enrollments (Spring 1984).
- The three areas of English as a Second Language, Basic Skills/Remedial, and Vocational accounted for 54 percent of all noncredit courses, 59 percent of student enrollment, and more than 71 percent of the noncredit ADA.
- English as a Second Language had the largest course enrollment and produced the greatest amount of noncredit ADA.
- Vocational and Basic Skills/Remedial programs ranked third and fourth, respectively, in enrollment and noncredit ADA.

- Courses for the Handicapped and Older Adults were in the mid-range in enrollments and number of courses, while Health and Safety, Parenting, Home Economics, and Citizenship courses were generally in the lower one-third of the range.

(March 1985, Board of Governors, "Report on Noncredit Courses", pp.3-4)

Information on the nature, extent, and costs of public school adult education programs, their strengths and levels of financing, indicates:

- Adult General Education serves more than 1.5 million students in 225 public school districts.
- Courses are offered in ten authorized areas at a cost of $197 million.
- Adult Basic Education (ABE) is a separate, federally-funded ($8.1 million) program administered by the State Department of Education, and serves more than 600,000 adults in 150 local programs in acquiring the basic skills necessary to function in continuing their education at least through the high school-level. The SDE may contract with various local organizations to provide the ABE services, including Community Colleges, community-based organizations, correctional institutions, and high school and unified school districts.

(State Department of Education memorandum, 1985, p.1)

After passage of Proposition 13, the State imposed funding and growth limitations on public school adult education offerings (2.5% annual growth limitation, 6% annual cost of living increase). In addition, the funding legislation basically "locked-in" public school adult education programs where they were about the time of Proposition 13, essentially prohibiting the start-up of new programs wherever they now may be needed throughout California. The result is that many students needing basic skills and ESL classes have to either obtain those services from Community College noncredit adult education programs, or remain on public school waiting lists for available classes.

Related Considerations and Issues

Adult Illiteracy: A Growing Problem

At least twenty-three million people -- one out of every five adults in America -- are functionally illiterate; that is, they cannot read English well enough to meet the needs of daily living. They cannot read traffic signs, product or medicine labels, job advertisements, or their children's school books. They cannot write checks, fill out application forms, vote, or take a driver's license test (California State Library *News*, "California Literacy Campaign, 1983-84"). California is estimated to have 2.5 million adults over the age of 16 who are illiterate. Many are refugees, legal or illegal immigrants, or high school dropouts, and the numbers are expected to increase.

Many initiatives are underway to address this problem, from the Nationwide Functional Literacy Initiative announced by President Reagan in 1983, to California's own Literacy Campaign which involves public libraries, volunteer agencies, and the adult basic education programs offered through the public school adult schools and Community Colleges. In many cases, one-on-one tutoring of the illiterate adult is necessary

Given California's projected demographic changes, it is likely the need for adult literacy training will join ESL and remedial instruction as the greatest challenges facing postsecondary education in the years to come. The ability of either the public school adult schools or the Community Colleges to meet the growing needs in these areas is doubtful, primarily due to funding and growth limitations on State-funded, noncredit adult education programs.

Community College/Public School Remedial Education

A brief discussion of Community College and public school adult basic education is found in the "Remedial Education" section.

Community College/Public School Vocational Education

A discussion of the Community College and public school adult school vocational programs is found in the "Vocational Education" section.

Policy Issues

The Commission has discussed the following policy issues relating to State-funded, noncredit adult education in California:

- Given the statutory authority that permits both the public school adult schools and the Community Colleges to offer State-funded, noncredit adult education in ten specific areas, should the State establish a clearer delineation of functions between the two segments?
- Given the growing need for adult basic education services and the current limitations on growth and funding of these programs, should both segments continue to offer noncredit adult education? Or, should one segment assume the responsibility and the funding for such programs?
- Are the current ten designated areas the only areas in which State-funded, noncredit adult education programs are needed? Are programs needed in all ten areas or are some less utilized than others?
- Given California's changing demographics and the increasing need for adult basic education and literacy training, should the State provide additional funding for these programs?

To resolve these policy issues, the Commission considered several delineation of functions options, from one segment providing all State-funded, noncredit adult education to both segments cooperatively offering such programs. Other options included methods of determining whether the ten State-funded areas were the most appropriate ones, whether the State will need additional adult education programs, and how to address the disparity in funding issue.

Recommendations

After consideration of available research and extensive public testimony, the Commission recommends:

26. That the California Postsecondary Education Commission, in consultation with the Board of Governors and the State Board of Education, conduct a study of the current and projected need for and funding of noncredit adult education, including the ten State-funded areas, in the Community Colleges and public school system adult schools, in light of the State's changing demographics.

27. That the Legislature strengthen the current statutes by mandating local delineation of function agreements. The agreements should be reviewed and approved by the Board of Governors and State Board of Education. Sanctions for noncompliance should be established in order to ensure cooperation between the public schools and the Community Colleges. (Such sanctions could include the Board of Governors and the State Board of Education each selecting one representative, and these two selecting a third person, to draft delineation of function agreements for any districts that are not able to reach agreement. An additional sanction could include the Board of Governors and the State Board of Education jointly agreeing not to release any funds for noncredit adult education to a particular region, pending signing and filing of the delineation of function agreement.)

Fee-Based Community Service Education

Issues Statement

- What should be the role of the California Community Colleges in providing community service education?
- Should the fees paid in community service courses cover the entire costs of providing that service (e.g., facilities, equipment, overhead)?

Background Questions:

- What is currently offered by the Community Colleges and public school adult schools in community service education?

Brief History of Community Service Education

The definition of and ability to offer community service classes in Community Colleges is set forth in statute (*Education Code*) and Title V regulations. The Donahoe Act of 1960, which implemented most of the 1960 *Master Plan* recommendations, recognized community service as one function of the California Community Colleges. Community service offerings are defined as follows:

> "Community services are fee-based offerings which are classified into two basic areas: 1) community service classes which include avocational, recreational and professional inservice classes provided in the form of seminars, lecture series, forum series, workshops and conferences; (2) community service activities which include community development, recreational, cultural and Civic Center Act activities" (California Community Colleges, 1985e, p.2).

The criteria which must be met by community service classes are:

> "A community service class at a minimum:
> (1) Is approved by the local district governing board;
> (2) Is designed for the physical, mental, moral, economic, or civic development of persons enrollment [sic] therein;
> (3) Provides subject matter content, resource materials and teaching methods appropriate for the enrolled students;
> (4) Is conducted in accordance with a predetermined strategy or plan;
> (5) Is open to all members of the community;
> (6) Attendance in community service classes may not be claimed for apportionment purposes."
> (California Community Colleges, Agenda Item, 1985e.)

Community service courses differ from adult noncredit programs, which are funded by the State in ten specific areas of instruction. (See "State- Funded, Noncredit Adult Education" section.)

Prior to passage of Proposition 13, community service programs were supported by a permissive override tax of $0.05 per $100 of assessed property valuation. Many districts taxed up to the $0.05 limit for community service and charged various construction, capital outlay, and on-going campus expenses to the program in order to save district general funds. Those districts argued that since community service programs use the facilities and staff of the college, inclusion of general overhead and construction costs was reasonable. (Sharon, 1979, pp.16-17.)

Passage of Proposition 13 eliminated all permissive override taxes and severely limited local general property tax. However, the local community service permissive tax revenue generated that year (1977-78) was included in each district's "target budget" and in the base for subsequent years' funding, as part of the SB 154 "bail-out" bill (Board of Governors' agenda item, p.3). There was no statutory requirement for districts to continue offering community service and, as a result,

approximately 30 percent of all districts curtailed completely, or to some extent, their community service offerings (Sharon, p.17).

The Legislature mandated specific funding criteria and a differential (lower) rate of funding for noncredit courses within the ten specified areas (the Community College "adult noncredit" education courses). All noncredit courses outside these areas became fee-support courses (community service), although there was no specific statutory prohibition against using State revenues for "some support" of community service courses (California Community Colleges, 1985e, p.3). That prohibition came in 1984 with the passage of SB 1379.

Current Status and Descriptive Data

The Chancellor's Office, in cooperation with the California Community Colleges Council on Community Services and Continuing Education (CCCCCSCE), recently completed a random sample of the ninety-eight colleges which offer community service programs. Twenty-three colleges were sampled, reflecting 24 percent of all community service programs. The 1985 survey asked questions similar to those in a 1980-81 survey. The results showed that in 1984-85, these twenty-three colleges offered 9,706 community service course sections (an average of 422) and served 220,271 students (with an average of 9,577), for a gross revenue of $5,887,402 (an average revenue of $255,974). All of the colleges surveyed indicated they covered "all direct costs through fees". Direct costs were defined as "instructional staff salaries, instructional supplies, costs directly related to the promotion of classes, and facilities and equipment rentals" (California Community Colleges, 1985e, p.4).

The Board of Governors developed guidelines to help colleges determine which costs -- including direct costs (i.e., staff salaries and benefits, supplies, equipment), direct support costs (office staff, reproduction of materials), and indirect support costs (services supportive of some or all programs conducted by the college) -- could be included as "reimbursable through the imposition of a fee." These guidelines were in response to the passage of SB 1379 (Alquist) in 1984 (now part of the *Education Code*), which prohibited "the expenditure of State General Funds to establish and maintain community service classes." (California Community Colleges, 1985e.)

Staff discussions with the legislative liaison for the Council on Community Services and Continuing Education indicate that since this law was passed, virtually all community service programs have been self-supporting (in terms of the costs specified above) and that these courses "more than offset their direct and indirect costs" (California Community Colleges Council on Community Services and Continuing Education, Spring 1985, p.2).

Related Considerations and Issues

Community Service Offerings vs. Mission and Functions

Since community service programs, by law, must now be self-supporting based on user fees, many argue that the State has no legitimate interest or role in regulating these programs. Others believe that the Community Colleges should offer only those courses that clearly fall within their mission and functions, and that such offerings as continuing education courses for those in the health professions (particularly if that includes doctors or dentists) fall outside the purview of the Community Colleges.

While a check of several colleges' community service listings indicated that a large number of offerings are in the areas of business/management and computers/communication, courses in personal growth, physical fitness, and recreation also have substantial offerings. Courses such as "Learning to Ski Without Snow," "Cooking Without Recipes," and "Personal Cosmetic Makeover" are not as close to the collegiate mission as "20th Century Authors" and "Advanced dBASE II Programming" (Marin Community College Fall '85, Community Services Schedule).

In relation to the Community College mission, however, the Western Association of Schools and Colleges (WASC) which accredits community colleges, continues to view community service as one of the ten key standards for judging community college success in serving their local communities (Hubbard, "Testimony Presented to the Commission", Thursday, October 17, 1985). Whether community service offerings should reflect only the State's definition of the Community College mission -- or whether the offerings should reflect the need of the local community, as measured by those willing to pay for such courses -- is an issue that could have considerable impact on the overall mission and functions of the California Community Colleges.

"Community Service" Offerings in UC and CSU

Whether one calls it "Extension," the "Extended University," or "Lifelong Learning," both the University and State University provide offerings on a fee-support or entrepreneurial basis. Courses such as "Swimming Pool Maintenance," "Fly Fishing for Trout," and "Photography of the Bristlecone Pines" are listed along with "Advanced Silicon Processing and Device Fabrication" and "Advanced VLSI Design for Systems Engineers" (*UC, Berkeley Extension Catalog*, Summer 1985).

In reviewing the UCB extension offerings and the community service offerings of Marin Community College, the Master Plan Commission staff noticed considerable overlap or duplication of types of courses offered, particularly in such high demand areas as computer science, art, and business/management. Presumably, both institutions are successful with their community service and extension programs, as past enrollment and number of course offerings would indicate. In addition, at least one State University campus is offering certificate programs in computer science that closely parallel the certificate programs offered in the same metropolitan area by local Community Colleges (CSU, Sacramento, "Certificate Programs in Computer Science"). While some may argue that this represents unnecessary duplication, it is possible that each institution attracts and serves a different clientele, even within the same geographic region.

Determining the appropriateness of the Community Colleges offering anything in community service that is not strictly within their mission, may also raise a similar issue regarding the four-year segments and their extension and continuing education offerings and the need to determine what type of State policy -- if any -- is appropriate regarding fee-supported community service programs in all three public segments.

Policy Issues

The Commission has discussed a number of policy issues concerning community service education:

- Should the State establish additional policies in the areas of fee-supported community service education in the Community Colleges, to ensure that all courses offered fall strictly within the same mission and functions that are established for State-supported programs?
- How can the State further ensure that all costs related to community service programs and courses are supported solely by user fees and not through State funds?

As a means of resolving these issues, the Commission considered a range of options, from limiting community service programs to those areas that fall strictly within the segment's mission (with full State funding) to a fully entrepreneurial approach (with no State funding).

Recommendations

After consideration of available research and extensive public testimony, the Commission recommends:

28. That the Board of Governors collect statewide data on community service programs and institute full, uniform cost accounting procedures, including direct and indirect costs, to ensure that no State funds are used for their support.

29. That the Legislature, having already established the "no State support/full fee support" policy for community service programs, establish no further rules regarding these programs.

30. That the colleges continue to offer community service classes according to the interests of the community, as long as those classes are fully user fee supported and do not detract from the colleges' primary responsibilities.

Five Community College Faculty and Administrators

Issues Statement

- What affirmative action policies should be followed for faculty and administrators?
- What credentialing procedures, or other methods of establishing minimum qualifications should be followed?
- What changes, if any, should be made in the ratio of full-time to part-time faculty?
- What changes, if any, should be made in tenure provisions?
- Should faculty and staff salaries be determined by the district boards or by the Board of Governors? What changes, if any, should be made in salary schedules?
- What impact has collective bargaining had on faculty hiring, evaluation, and promotion?
- Are Community College faculty and administrators adequately trained for their responsibilities?

Brief History of the Evolution of Community College Faculty and Administrative Staff

The California Community Colleges, unlike the community colleges in many other states, began as an extension of the secondary schools. A high percentage of their faculty and administrators originally came from teaching and administrative positions in the public schools. Their salary schedules and tenure provisions also came from the public schools, and faculty participation in program planning followed the secondary school model rather than that of four-year colleges and universities. The majority of the Community Colleges were operated by secondary and unified school districts through the 1950's, and it is not surprising that their faculties and administrative staff strongly resembled those of public high schools.

By the time of the 1960 Master Plan, of the 4,637 full-time Community College faculty, 11 percent had been hired from graduate school, nearly 10 percent possessed doctorates, and nearly 65 percent held at least a master's degree; well above the national average for junior colleges (Master Plan Survey Team, 1960, p.118-23). The extraordinary growth of the colleges during the 1960's, at a time when other postsecondary institutions were also growing rapidly, meant they had to continue drawing heavily on public schools for both teachers and administrators, as well as upon part-time instructors with little or no previous teaching experience. The Master Plan Survey Team estimated that between 1959 and 1975 the Community Colleges would obtain 35 percent of their new faculty from the public schools and 17 percent from nonteaching occupations (Master Plan Survey Team, 1960, p.128); the remaining 48 percent were expected to come from California graduate schools.

Recently, as Community College enrollments have declined in many districts, the colleges have substantially reduced the number of part-time faculty. Full-time faculty numbers have remained relatively stable, and their average age has been increasing. Community College faculty have played a much smaller role in curricular planning and other academic administration than the faculties of the California State University and the University of California, but in recent years faculty senates have become more active on many campuses.

Current Descriptive Data

In fall 1983, the most recent period for which statewide data are available, the California Community Colleges employed a total of 39,661 faculty, of whom 16,325 were employed full-time and 23,336 part-time. The mean salary (by district) of full-time faculty was $32,704 for the academic year. Approximately 17 percent taught 12 weekly faculty contact hours (WFCH) or less, 58 percent taught 12.1 to 18 WFCH, and 25 percent taught more than 18 WFCH. Their distribution by gender and ethnic group is shown in Table 1, along with that for part-time faculty and administrators. As the data indicate, Community College faculty (whether full-time or part-time) are predominately male and white.

Table 1: Percentage Distribution of Faculty and Administrators by Gender and Ethnicity, Fall 1983

Gender/Ethnicity	Faculty		Administrators	
	Full-Time	Part-Time	Certificated	Classified
Gender:				
Males	64.7	60.3	74.8	25.0
Females	35.3	39.7	25.2	75.0
	100.0	100.0	100.0	100.0
Ethnicity:				
American Indian, Alaskan	0.6	0.6	0.9	0.8
Asian, Pacific Islanders	3.2	3.5	3.2	2.7
Blacks	5.0	4.1	10.0	6.9
Whites	85.6	86.4	77.1	81.2
Hispanics	5.2	5.1	8.4	7.4
Filipinos	0.4	0.3	0.4	1.0
	100.0	100.0	100.0	100.0

Source: Staff Data File, Chancellor's Office Information System, California Community Colleges.

Certificated administrators are also predominately male and white, but classified administrators are largely female and white. A total of 1,711 certified administrators and 624 classified administrators were employed in the fall of 1983. The mean academic year salary (by district) for certified administrators was $46,544 and for classified administrators was $33,082.

Chancellor's Office data for 1983-84 indicate that nearly 40 percent of full-time faculty are over 50 years of age and more than 20 percent were eligible for retirement. Among administrators, more than 40 percent were age 50 or older and half of those eligible for retirement. Unless Community College enrollment drops sharply in the next decade, the colleges will need to replace a large number of full-time faculty and administrators in a relatively short period of time.

Credentials

Community College faculty are required by law to hold one or more of the sity-six subject matter teaching credentials now issued by the Board of Governors through the Chancellor's Office. There are eight different types of teaching credential: (1) instuctor credential; (2) instructor credential issued on the basis of partial fulfillment of requirements; (3) provisional credential; (4) provisional credential for designated apprenticeship classes; (5) certificate of qualification for teachers of classes for adults; (6) limited service credential; (7) special limited service credential; and (8) eminence credential. The instructor credential is, however, the basic teaching credential for the Community Colleges. In most academic fields, the master's degree is the standard preparation requirement, whereas in occupational fields a certain period of occupational experience is often a basic requirement.

Administrators must hold either a supervisor credential or a chief adminstrative officer credential. To obtain a supervisor credential, it is necessary to have an instructor credential and two years of relevant experience. For a chief administrative officer credential, two years of experience in higher education or a related field and recognition as a prominent person in higher education are required.

California is the last state to have a formal credential requirement. Other states generally allow districts or individual colleges to determine the qualification of faculty and staff, through a system of peer review according to statewide minimum standards (Berman and Weiler, 1985, Vol. 2, p.147). Community College faculty in this State can protect their jobs and frustrate campus administrators by obtaining credentials in two or more fields. When courses are dropped as enrollment falls off, these instructors can shift to other subjects in which they have credentials and senority, but less experience or current knowledge than some already teaching in those fields.

Acknowledging the movement to eliminate credentials for Community College faculty, the statewide Academic Senate recently relaxed its opposition to such action. It stated that it could support the elimination of credentials if faculty are assured "the major role" in hiring and firing both full-time and part-time faculty, participation in establishing minimum qualifications, and compensation in assigned time for carrying out these responsibilities. It also stated that a State-level check of qualifications of applicants and "other appropriate controls to maintain educational quality" should continue.

A recent management study of the Chancellor's Office has proposed as "one option" that would result in more effective use of existing staff the transfer of credentialing activities to district offices. The study indicated that relatively few credential applications are rejected and that the activity is closely related to the hiring and other personnel responsibilities of the districts.

Recruitment and Affirmative Action

The Board of Governors adopted regulations in 1977 requiring districts to develop affirmative action policies and plans. In 1981, it strengthened these regulations, and in 1983 a Board-appointed task force established a system of affirmative action employment targets that all districts are expected to adopt. In addition, each district is expected to reexamine its affirmative action goals and timetable every three years. An amount of $165,000 is budgeted for 1985-86 to cover the cost of monitoring district affirmative action efforts.

The representation of women increased among Community College administrative staff by 6.6 percentage points between 1977 and 1981. The percentage of Hispanic, Black, and Asian men also increased, while representation of white and American Indian men decreased. Among full-time faculty, the representation of women and men in all minority groups had also increased slightly, despite a reduction in the total number of full-time faculty. However, women of all ethnic groups remained substantially underrepresented in both administrative and faculty positions relative to their numbers as students. White, Black, and Hispanic men were overrepresented (by this same measure) among administrators, and all but white men were underrepresented among the full-time faculty (California Postsecondary Education Commission, 1983c).

Full-Time and Part-Time Faculty

A number of important concerns regarding faculty employment, compensation, and working conditions have been identified by the Board of Governors in its 1985 Basic Agenda. Among these was concern that attrition among the numbers of full-time faculty, as a result of retirement, has meant that full-time instructors are being replaced by part-time instructors at some colleges. This could lead to excessive reliance on part-time instructors who too often are not available to students outside of class, are not subject to careful evaluation, and do not participate in curricular development. Although part time faculty are important to maintaining currency in rapidly changing fields and to meeting special curricular needs, many educators believe there is a "critical mass" of full-time faculty

essential to maintaining the strength of an academic department and the quality of the entire faculty of an institution.

According to Chancellor's Office data, the number of full-time faculty has remained relatively constant in recent years while the number of part-time instructors has declined substantially (Table 2). Thus the percentage of faculty who are employed full-time has risen from 31 percent in 1977 78 to 42 percent in 1983-84. Nevertheless, concern about the possible excessive use of part-time instructors has led to legislation restricting the growth in their numbers. Now, districts may not exceed the average number of weekly faculty contact hours taught by part-time instructors for the three-year period 1980-81 through 1982-83 without approval by the Board of Governors. Although several districts have found themselves to be out of compliance, no district has requested exemption since this provision was enacted.

Individual districts vary widely in their employment of part-time faculty, possibly as a reflection of the relative emphasis they place upon transfer programs or upon vocational and adult education, as well as other factors. For example, in one large district nearly 70 percent of the faculty are employed part-time while in another more than 70 percent are employed full-time.

Table 2: Full-Time and Part-Time Faculty, 1977-78 through 1983-84

Year	Full Time Faculty	Part Time Faculty	Total Faculty
1977-78	16,176	35,445	51,621
1978-79	15,917	27,233	43,150
1979-80	16,260	27,828	44,088
1980-81	15,753	29,879	45,632
1981-82	16,412	30,417	46,829
1982-83	16,419	25,319	41,739
1983-84	16,235	22,847	39,082

Source: Board of Governors, Basic Agenda, p.57.

There are four principal kinds of part-time instructors: those who teach one or two classes in fields in which they are employed, those who teach part-time in two or more districts and are therefore actually full-time instructors, those who teach in public school or another postsecondary institution, and those full-time instructors who teach one or two classes beyond their full-time loads. Instructors in the first three categories are generally unavailable to students outside the classroom and do not participate in curricular development or other faculty activities. Thus, they cannot contribute to the collegial nature of campus administration or to the counseling and other forms of support needed by many students, and their contributions to the quality of instruction is less than it should be.

Tenure

Community College faculty become tenured without peer review after two years of full-time employment, and in practice the period of probation is little more than a year. They are employed under contract during the two-year probationary period, and those who are not to be granted tenure -- permanent employment -- must be notified early in the second half of the academic year. Although their colleagues are consulted in most cases, the decision is made by administrators.

The Community College tenure system is similar to that of the public schools. In most four-year institutions, tenure is normally granted after six to seven years, and the decision is made by vote of the tenured members of each candidate's department, although it may be reviewed at a higher level. Recently, universities with a very high proportion of tenured faculty have begun to experiment with extended probation and contractual arrangements that do not commit them to granting tenure but

enable them to continue to employ promising faculty members. Declining enrollments and a continuing supply of graduate students have made it possible to experiment in this fashion.

Critics of tenure in postsecondary education charge that it shields incompetence and leads to excessive curricular rigidity as well as excessive costs. In a recent survey by the Carnegie Foundation, more than a third of the faculty, when asked whether they felt the abolution of tenure would improve American higher education, agreed that it would (Boyer, 1985). On the other hand, a leading proponent of tenure has commented, after acknowledging its problems, that the only justification for tenure "lies in the social products of academic freedom, a freedom which in many situations ..can be guaranteed only by the instrument of tenure." (Machlup, 1967). Two other leading proponents have put the argument in these terms:

> Academic freedom and tenure do not exist because of a peculiar solitude for the human beings who staff our academic institutions. They exist, instead, in order that society may have the benefit of honest judgement and independent criticism which otherwise might be withheld because of fear of offending a dominant social group or transient social attitude (Byse and Joughin, 1967). However, it has been observed that if tenure is essential to academic freedom, perhaps it should be extended to all faculty members (Nisbet, 1965).

Although some critics of the current tenure provisions for Community College faculty believe that tenure should be abolished and replaced by a contractual system of employment, the majority argue that it would be more effective to lengthen the probationary period. A longer probation period would provide a better opportunity for administrators and tenured faculty to evaluate the teaching ability of new faculty members.

It has also been noted that the colleges have no contractual system for employing faculty for more than a year without granting them tenure. This unnecessarily limits the ability of districts to retain highly skilled and experienced part-time instructors.

Compensation

Salaries of Community College faculty and administrators are set by district boards according to schedules that take into account formal education and years of service, much like the salary schedules of public school teachers. In fall 1983 (when salaries were still being negotiated in many districts), the lowest mean salary among the seventy districts (excluding adult centers) was $28,245 and the highest was $38,750, a difference of 37 percent.

Faculty salaries at the California Community Colleges have ranked near the top in comparison with salaries paid by community colleges in other states (Simpson, 1984). Yet as long as salary schedules are determined by local boards of each district, there are bound to be significant differences from district to district. Moreover, the current system makes it difficult for the districts to tie advancement in salary (and rank) to achievement in instruction and other faculty responsibilities.

In addition, current methods of compensation fail to encourage part-time faculty to participate in student advisement, curriculum development, and other activities closely related to the quality of instruction on each campus. There is some evidence that the relatively low cost of employing part-time instructors leads to their excessive use to cut costs in some fields.

Collective Bargaining

In 1975, enactment of SB 160, formally titled the Education Employment Relations Act (EERA) but commonly known as the Rodda Act after its principal author, brought collective bargaining to Community College faculties and other employees. Modeled after the National Labor Relations Act, the Rodda Act established the Educational Employment Relations Board, now known as the Public Employment Relations Board (PERB), with powers largely identical to those of the NLRB, except that

supervisory employees may form separate bargaining units. At present, a large (but unreported) number of Community College districts are organized.

Part-time faculty are included in the same bargaining unit as full-time faculty, but nonteaching professionals (librarians, coaches, and others) often are not. Bargaining units are usually district-wide. The bargaining obligation, as stated in the Rodda Act, is as follows:

> The scope of representation shall be limited to matters relating to wages, hours of employment, and other terms and conditions of employment. "Terms and conditions of employment" mean health and welfare benefits as defined by Section 53200, leave, transfer and reassignment policies, safety conditions of employment, class size, procedures to be used for the evaluation of employees, organizational security pursuant to Section 3546, and procedures for processing grievances. In addition, the exclusive representative of certificated personnel has the right to consult on the definition of educational objectives, the determination of the content of courses and curriculum, and the selection of textbooks to the extent such matters are within the discretion of the public school employer under the law. All matters not specifically enumerated are reserved to the public school employer and may not be subject to meeting and negotiating, provided that nothing herein may be construed to limit the right of the public school employer to consult with any employees or employee organization on any matter outside the scope of representation.

Thus, bargaining agents have the right to bargain or consult over certain academic matters which are most commonly the province of the academic senates in other postsecondary institutions. For example, Government Code Section 3561 of the Higher Education Employee-Employer Relations Act (HEERA) which governs collective bargaining for UC and CSU, states that:

> ...Nothing contained herein shall be deemed to supersede other provisions of the Education Code and the rules and regulations of public school employers which establish and regulate tenure or a merit or civil service system or which provide for other methods of administering employer-employee relations, so long as the rules and regulations or other methods of public school employer do not conflict with lawful collective agreements.
>
> (b) The Legislature recognizes that joint decisionmaking and consultation between administration and faculty or academic employees is the long-accepted manner of governing institutions of higher learning and is essential to the performance of the educational missions of these institutions, and declares that it is the purpose of this chapter to both preserve and encourage that process. Nothing contained in this chapter chall be construed to restrict, limit, or prohibit the full exercise of the functions of the faculty in any shared governance mechanisms or practices, including the Academic Senates of the University of California and the divisions thereof, the Academic Senates of the California State University, and other faculty councils affecting the California State University, the University of California, or Hastings College of Law. The principle of peer review of appointment, promotion, retention, and tenure for academic employees shall be preserved.

Government Code Section 3562 further protects the UC and CSU academic senates by including among the matters not subject to collective bargaining:

> ...Procedures and policies to be used for the appointment, promotion, and tenure of members of the academic senate, the procedures to be used for the evaluation of the members of the academic senate, and the procedures for processing grievances of members of the academic senate. The exclusive representative of members of the academic senate shall have the right to consult and be consulted on matters excluded from the scope of representation pursuant to this paragraph. If the academic senate determines that any matter in this paragraph should be within the scope of representation, or if any matter in this paragraph is withdrawn from the responsibility of the academic senate, the matter shall be within the scope of representation.
>
> All matters not within the scope of representation are reserved to the employer and may not be subject to meeting and conferring, provided that nothing herein may be construed to limit the

right of the employer to consult with any employees or employee organization on any matter outside the scope of representation.

Thus, HEERA provides a strong, continuing protection for the UC and CSU academic senates and the concept of collegial governance.

By contrast, EERA, which was enacted earlier and designed primarily for the public schools, does not provide this protection. Government Code Section 3540 (EERA) states that, among other things:

> It is the further intention of the Legislature that nothing contained in this chapter shall be construed to restrict, limit, or prohibit the full exercise of the functions of any academic senate or faculty council established by a school district in a community college to represent the faculty in making recommendations to the administration and governing board of such school district with respect to district policies on academic and professional matters, **so long as the exercise of such functions do not conflict with lawful collective agreements**. (Emphasis added.)

It is doubtful that academic senates will play an important role in Community College governance as long as their role is restricted in this manner.

Professional Development

Community College instructors, recruited directly from graduate school or from some form of employment other than teaching, may not be prepared to deal effectively with the wide range of student abilities and attitudes found in Community College classrooms. As larger numbers of students from many different cultural backgrounds and with significant language and other deficiencies are enrolled, the problem will become more serious for both administrators and faculty. The establishment of the proposed student assessment, counseling, and placement program on each campus will also require additional training and assistance for both faculty and administrators.

New and experienced faculty, both full-time and part-time, must be encouraged to strengthen their teaching skills through appropriate in-service, on-campus training programs and other activities. Such programs should also provide opportunities for professional growth and the development of interpersonal skills, including those skills important to working with colleagues, participating in peer review, providing student counseling, and other professional activities.

Professional staff development programs are often unsuccessful if they do not provide opportunities for professional growth and are not linked closely to evaluation activities and promotion policies that help to identify the faculty and administrators who can benefit most from in-service training. Professional development programs must be available to college administrators as well as faculty members, and must be closely linked with evaluation and promotion policies.

AB 3938 (1984) appropriated $500,000 in State aid for the first year of a two-year pilot program to support district in-service training programs for instructors and counselors in Community College vocational education programs; $735,000 was appropriated for 1985-86. The Chancellor is required to report to the Legislature on the effectiveness of the pilot program by November 30, 1986. Several colleges and districts have established staff development centers or programs on their own for all faculty members, but funding for these programs is in most cases extremely limited.

There is a growing awareness of the need for combining and substantially strengthening staff evaluation and development efforts on every campus. Such efforts are seldom effective if administered separately or if they do not provide significant faculty participation in their planning and operation, and such participation requires funding for the extra effort or reassigned time required.

Policy Objectives

- The Community Colleges should be encouraged to recruit and retain faculty and administrators who meet the highest qualifications appropriate to their responsibilities.
- Community College faculty and staff should, insofar as is consistent with the first objective, be of the same mix of ethnic background and gender as the communities in which their colleges are located.
- Each college should employ a strong core of full-time faculty responsible for maintenance of the highest professional standards among their colleagues and the college itself.
- New faculty, both full-time and part-time, should serve a reasonable period of probation during which a thorough evaluation of their performance can be carried out by their colleagues.
- The Community Colleges should follow a system of compensation and promotion consistent with their functions as postsecondary institutions.
- The faculty of each college and district should play an important role in faculty hiring, evaluation, and promotion through their academic senates.
- New and experienced faculty, both full-time and part-time, should be encouraged to strengthen their teaching skills through appropriate in-service training programs and other activities.

Recommendations

The Commission considered a number of proposals intended to meet these objectives, and after further study and in consideration of testimony from many sources, adopted the following.

The Commission recommends:

34. That the legislature delete from the Education Code existing credential requirements for Community College faculty and administrators.

35. That the Legislature authorize the Board of Governors, in consultation with the faculty, to (a) establish qualifications for employment of faculty and administrators, and (b) require that new faculty appointments, both full-time and part-time, be subject to peer review in addition to other administrative procedures.

36. That the Board of Governors prepare a plan for strengthening Community College faculty and staff affirmative action policies and programs and monitor and publish the results by college. The plan should include clear lines of district accountability for its success and ensure participation in and commitment to effective affirmative action by district trustees, administrators, and faculty alike.

37. That the Legislature repeal the statutory restriction on the employment of part-time faculty and authorize the Board of Governors to establish a statewide policy for the Community Colleges consistent with the objective of maintaining a core of experienced full-time faculty in each major department.

38. That the Board of Governors urge the Community Colleges to require part-time instructors to participate in student advisement and curricular development in addition to classroom instruction.

39. That the Legislature authorize Community College districts to employ those part-time faculty who teach six units or more on a contractual basis, as recommended in the following section.

40. That the Legislature authorize the Board of Governors to establish the number of years new full-time faculty shall serve prior to receiving tenure. The Commission supports a probationary period of at least four years.

41. That the Legislature authorize the Board of Governors to establish a formal system of peer review prior to the granting of tenure, and periodic evaluation of part-time, probationary, and tenured faculty by their peers, students, and administrators. Evaluation reports should be reviewed whenever faculty are considered for advancement in rank and salary.

42. That the Legislature authorize the Board of Governors to develop, and one or more districts to adopt, a pilot program of two- to five-year "rolling" contracts, coupled with periodic peer and student review, as an alternative to tenure.

43. That the Board of Governors urge the districts to adopt salary schedules for Community College faculty that are based primarily on academic rank.

44. That the Board of Governors urge the districts to compensate part-time faculty appropriately for duties required in addition to classroom teaching.

45. That the Board of Governors prepare and submit to the Legislature proposed legislation to amend the Education Employment Relations Act to delineate and protect the role of the academic senates with respect to policies affecting academic and professional matters.

46. That the Board of Governors develop and implement a plan to strengthen professional development programs on Community College campuses. The programs should serve faculty and administrators alike and be closely linked to regular evaluation and promotion procedures. This plan should be supported by an appropriation to the Board of Governors for allocation among the participating colleges.

Six Community College Governance

Issues Statement

- What should be the principal objectives of the Community College governance system?
- What governance structure should be established to achieve those objectives?
  - a. What agencies should be abolished, established, maintained, or strengthened at the local, regional, and State levels?
  - b. What should be their responsibilities?

Brief History of Community College Governance

In 1907, the Legislature authorized high school districts to offer college-level courses, and three years later the Fresno Board of Education established the State's first two-year college program. In 1921, the Legislature authorized creation of separate junior college districts wherever there was local interest in doing so. However, it was not until the 1950's and 1960's when enrollment began to grow rapidly at the college level, that a large number of colleges began to pull away from their high school districts to form separate districts. By 1960, thirty of the fifty-seven districts operating a junior college were separate districts; four years later fifty-six of sixty-six such districts were separate, partly as a consequence of legislation permitting only separate junior college districts to establish junior colleges.

The junior college governing boards remained very similar to those of the high school and unified districts. They had essentially the same functions, operated under very similar local and State regulations, and continued to look to the State Department of Education (Bureau of Junior Colleges) for administrative support at the State level. Perhaps the most important difference was (and is) that the junior college districts were larger in territory than most school districts and less often the focus of attention for parents and others residing within the districts.

Master Plan Recommendations

In 1959, the Master Plan Survey Team found that the sixty-three junior colleges then in existence "although regulated by State law and financed in part by State funds, have been highly decentralized and have answered primarily to the local districts that created them and provided most of their support" (Master Plan Survey Team, 1960, p.28). Following its conviction that "educational policy ought to be free from political interference and of external controls," the Survey Team stated that:

> The junior colleges have been, and ought to be, community based and locally controlled. However, they are part of the public school system; they exercise a state function; and they are financed with substantial amounts of state funds. Consequently, general goals and standards should be set forth in the *Education Code* so that the state has authority to enforce the legal provisions pertaining to them.
>
> No real reduction of local autonomy is proposed by the Survey Team; however, it does suggest setting up uniform rules to cover several matters in which school districts previously have adopted their own procedures. For example, these suggestions include the definition of legal residence for nonresident tuition purposes and the standardization of probation and dismissal practices. The local board should remain the governing body, with the decided balance of control....

> Although local authorities have been permitted very largely to control their activities, the junior colleges could use somewhat more attention than they have been receiving from the state agencies that are charged by law with making rules and regulations for them. If relieved of responsibilities for the State College System, as the Survey Team recommends, both the State Board of Education and the Superintendent of Public Instruction should have opportunity to give additional attention and positive leadership to this large and important segment of higher education.

Accordingly the Survey Team recommended that:

> The junior colleges shall be governed by local boards selected for the purpose from each district maintaining one or more junior colleges. The State Board of Education shall prescribe minimum standards for the formation and operation of junior colleges and shall exercise general supervision over said junior colleges as prescribed by law. Nothing in this section shall be construed as altering the status of the junior college as part of the Public School System as defined elsewhere in the Constitution.

Board of Governors Established

Within a few years, the colleges were ready to detach themselves from the State Department of Education which, they believed, gave insufficient attention to their interests. In 1965, the Coordinating Council for Higher Education undertook a study of the desirability of establishing a State board for the junior colleges and found that there had been a dramatic shift among college and district administrators in favor of doing so (Medsker and Clark, 1966, p.12). Thus, in 1967 the Legislature approved legislation creating a Board of Governors of the California Junior Colleges to coordinate the policies of the local districts and administer State law regarding their operation and support through the office of the Chancellor. The new Board was given little more authority with respect to the colleges than its predecessor, and the long tradition of local autonomy remained largely intact (Berman and Weiler, 1985, Vol.2, p.13).

This tradition came to an end a decade later, not as a result of any effort to strengthen the Board of Governors, but as a consequence of a shift in the State's role from minority to majority stockholder. When passage of Proposition 13 sharply curtailed district property tax revenue, the State's share of support for the current operating costs of the colleges jumped from 43 percent to 69 percent. In the words of the Berman and Weiler Report:

> "Local boards had lost overnight the power to determine or meet their district revenue needs, and with the shift in funding to the state level, they suddenly found themselves accountable, not just to their local electorates, but to the broader tax paying public. The consequences of this change continue to dominate community college governance issues today." (Berman and Weiler, 1985, Vol.2, p.14).

Responding to this change, the Board of Governors has begun to formulate academic and administrative policies and in other ways play a larger role in areas that have heretofore remained the province of local administrators and governing boards. By establishing minimum standards for student academic progress, adopting guidelines for determining which courses are not eligible for State aid, and playing an important role in annual State support negotiations, the Board has slowly expanded its powers within its limited statutory authority. The fact remains, however, that the Board has no effective means of enforcing its directives in the absence of explicit statutory mandates.

Current Descriptive Data

The principal elements of the current governance structure may be described as follows:

District Governing Boards and Administrators

Currently, there are seventy Community College districts operating one-hundred and six colleges. Fifty-two are single-college districts and the remaining eighteen operate from two to nine (Los Angeles) colleges. District boards consist of five to seven members elected to four-year staggered terms. In addition, each board has one nonvoting student member who serves for one year. The board appoints the chief administrative officer of the district -- the Chancellor or Superintendent -- who also serves as college president in one-college districts.

The district boards review and approve all district instructional programs and services, hire and fire all district employees and establish policies regarding the admission of students who are not high school graduates. They also establish standards for student suspension and dismissal, approve district and campus budgets, conduct collective bargaining with organized faculty and staff, determine salaries and benefits for all employees, and establish academic standards consistent with minimum standards established by the Board of Governors. Faculty senates have played a relatively small role in academic administration and policy making on Community College campuses.

The harshest critics of local governing boards have argued that in most cases "local governance is no governance" -- that because of voter apathy regarding Community College governing board elections and policies, most districts have been managed by their chief executive officers. More recently, it has been observed that this same voter apathy has enabled employee interest groups to gain control of several district boards. Once elected, new trustees seldom have the background or training necessary to enable them to fully understand and carry out their responsibilities. As a consequence, district administrators have lost control of salary schedules and district finances. Other critics of the existing district structure point to substantial disparities that permit some districts to provide a relatively rich array of programs and require others to either restrict their services or underpay their employees or both. Moreover, existing district boundaries exacerbate problems of the "free flow" of students and the employment of faculty on a full-time basis Faculty must often cross district lines to obtain full-time employment, just as students must often cross district lines, if they are permitted to do so, to obtain the instruction they desire.

These and other charges have led some observers to conclude that elected district governing boards are not the only, or necessarily the best way to match Community College resources with the educational needs of individual communities. Others argue that the fundamental reasons for the establishment of the existing structure have not changed and that the number and diversity of colleges, the size of the State, and excellence of the system are all strong arguments for maintaining locally elected governing boards.

Board of Governors and Chancellor of the California Community Colleges

The Board of Governors consists of fifteen members, of which thirteen are appointed by the Governor to represent the general public. These members, subject to confirmation by the Senate, serve four-year terms. One additional member is appointed to represent Community College faculties and serves a two-year term. The fifteenth member is a student and serves for one year. The Board appoints the Chancellor who is the chief executive officer.

The Board of Governors approves all State-funded programs and courses; establishes minimum academic standards regarding graduation, probation, dismissal, and readmission; approves district capital outlay budgets and space utilization standards for State aid; administers certain categorical programs (EOPS, HSPS, etc.); establishes minimum employment standards for faculty and staff; approves district academic and facility master plans; establishes uniform standards for budgeting and accounting; approves the formation of new districts and the reorganization of existing districts; and establishes standards for teaching and administrative credentials.

District representatives have expressed a fear that the "ultimate goal of some leaders of the State Board is to acquire authority for all significant governance decisions at both the State and local

levels." They believe that there is an important need to "first, clarify the functions and authority of State and local boards and, second, establish an acceptable model for development of statewide policy" (California Community College Trustees, 1985). They also contend that communication between the district and State boards has been poor and that the Chancellor's Office has not performed adequately in its research, legislative representation, and leadership efforts on behalf of the Community Colleges.

At the Board of Governor's level, it is contended that the Chancellor's Office cannot function effectively as long as it is required to behave like any other State agency. According to this view, both the Board of Governors and the Chancellor's Office are "burdened with red tape, civil service, and political interference and, as presently constituted, have great difficulty in acting like an educational institution." Freed from unnecessary restraints, the Board and Chancellor's Office could delegate broader spending discretion to local districts and encourage greater participation in the governance of the individual colleges on the part of their faculties (Kieffer, 1985, p.3).

Other observers note that since passage of Proposition 13 in 1978 the role of the Legislature and Governor in budgeting and allocating resources for the Community Colleges has come to far overshadow that of the district governing boards, while the role of the Board of Governors has remained greatly restricted. Local boards "have been weakened by the loss of taxing and budget allocation authority, and priorities that had been set locally are now being scrutinized in Sacramento. At the same time, the Board of Governors has no discretionary control over State funding formulas or disbursements, and cannot hold locally elected boards of trustees directly accountable for the quality of college programs" (Berman and Weiler, 1985, Vol.2, p.20). "The board acts as a regulatory agency for the enforcement of State law, but it does not control the distribution of resources, cannot hire and fire local personnel, and cannot hold locally elected officials directly accountable" (Berman and Weiler, 1985, Vol.3, p.9). District chief executive officers, who are hired and fired by their local boards, naturally give preference to local policy when it conflicts with decisions by the Board of Governors. The ambiguity of the situation in which the Board of Governors currently finds itself is nowhere better expressed than in Section 71023 of the *Education Code*, which states:

> "It is the intent of the Legislature that the Board of Governors of the California Community Colleges shall provide leadership and direction in the continuing development of community colleges as an integral and effective element in the structure of public higher education in the state. The work of the board shall at all times be directed to maintaining and continuing, to the maximum degree permissible, local autonomy and control in the administration of the community colleges."

In an attempt to deal with these problems, the Board of Governors and the California Community College Trustees Association have established a Joint Commission on Governance to develop methods of improving mutual understanding, delineate the responsiblities of the Board of Governors and the district boards, and address related matters. It is unlikely, however, that the leadership of the Board of Governors can be strengthened in the absence of significant changes in its powers, duties, and composition, and possibly in its relationship to the districts.

California Postsecondary Education Commission (CPEC)

CPEC is made up of fifteen members, of whom nine represent the general public and six the principal educational systems of the State.

CPEC is a research and policy coordination agency responsible for assuring that the State s resources for postsecondary education are utilized effectively and efficiently; promoting diversity, innovation, and responsiveness to the needs of students and society; and for advising the Legislature and Governor on postsecondary educational policy and finance. In its role, it frequently reports upon Community College students, programs, faculty, administration, and finance.

Governor and Legislature

The Legislature enacts, subject to the Governor's veto, all permissive and mandatory legislation regarding employment, programs, financing, and governance of the Community Colleges. State apportionments for current operation of the districts are provided in the annual budget acts according to a statutory formula (which may or may not be fully-funded). State support for certain categorical programs and for the Board of Governors, as well as support for capital outlay projects, is also provided in the annual budget acts.

From all sides has come the charge that the Legislature's participation has become excessive, both in enacting legislation governing the programs offered by the colleges and in making frequent changes in the laws governing the financing of those programs. However, relatively few have acknowledged, that much, if not all, of the legislative intervention of recent years has occurred at the behest of one interested party or another. It appears likely that, so long as the Board of Governors' powers are restricted and it does not make the most of the powers it does possess, district officials, faculty representatives, and others will go directly to the Legislature for policy changes and special considerations they desire. And so long as there is no strong State-level body that is responsible and can be held accountable for statewide management of the Community Colleges, Legislators will continue to exercise that responsibility themselves.

Policy Objectives

The Community College governance structure should:

- Maintain and strengthen the instructional programs of the Community Colleges.
- Ensure accountability to those who pay the bills.
- Encourage local initiative and responsiveness to local educational needs appropriate to the Community Colleges.
- Promote management efficiency and effectiveness at all levels.
- Discourage excessive political intervention at the State and local levels.

Recommendations

The Commission discussed and received public testimony regarding a broad range of proposals intended to strengthen the governance structure of the Community Colleges and respond to criticism of the existing structure. It's study of this subject has not been completed, but the Commission has concluded that a number of important changes should be made at this time.

47. That the Legislature increase the Board of Governors' authority with respect to admission standards, program development, data collection, faculty and staff affirmative action, and budgeting and allocating State support as recommended elsewhere in this report.

48. That the Legislature add to the Board of Governors as ex officio members the Governor, Lieutenant Governor, Speaker of the Assembly, Superintendent of Public Instruction, and Chancellor.

49. That the Legislature increase the (staggered) terms of appointed members from four years to eight years.

50. That the California Constitution be amended to remove the Chancellor's Office staff from the State civil service system and a separate merit system for the staff be established.

51. That the Legislature authorize the Board of Governors to determine where the Office of the Chancellor should be located so that it can carry out all of its responsibilities most effectively.

52. That the Legislature direct the Board of Governors to issue an annual public "report card" summarizing important asspects of the educational accomplishments and financial condition of each district according to previously determined measures.

53. That the Board of Governors be authorized to conduct a management audit of any district according to previously determined criteria; that on the basis of the findings of the management audit the Board be authorized to recommend appropriate changes in the district's management practices. If the district subsequently fails to comply with those recommendations, the Board be authorized to implement appropriate sanctions, including appointment of a special trustee.

54. That the Board of Governors conduct a thorough review of all statutes affecting the administration and operation of the Community Colleges, and recommend to the Legislature the amendment or repeal of those provisions regarding the management of the districts and colleges that have become obsolete in light of the increased authority being granted to the Board of Governors and of the clear postsecondary role of the colleges.

55. That the Legislature make no changes in Community College district organization while the Commission continues its examination of alternative local governance structures, including enhancement of the existing structure.

56. That the Legislature require all elections for members of Community College district governing boards be held in November of even-numbered years.

57. That the Board of Governors, in cooperation with the districts and other interested agencies, prepare and administer a systematic training program for district governing board members that covers district financial management, academic policy making, collective bargaining, statewide standards, and other matters essential to the effective operation of a district governing board.

58. That the Board of Governors strengthen the role of faculty senates with respect to the determination and adminstration of academic standards; course approval; hiring, retention, and evaluation of faculty; and other academic functions.

59. That the Board of Governors, working with district and student representatives, develop a plan for encouraging greater student participation in appropriate aspects of campus and district administration.

Seven Community College Finance

Current Expense

Issues Statement

- What are the principal objectives of the Community College finance system?
- What should be the principal elements of the system to achieve those objectives?
  - a. What should be the principal sources of support and how should their relative contributions be determined?
  - b. What methods should be used to budget State support?
  - c. What method should be used to allocate State support to the districts and colleges?

Brief History of Community College Finance for Current Expense

Although the first Community College was established in 1907, it was not until 1917 that the Legislature established a system of State financing for the colleges. From that date until 1947, each school district that operated a Community College received a certain amount of State aid per unit of average daily attendance (ADA). Separate Community College districts received an additional $2,000 per year. Local property tax revenues were expected to meet the balance of district needs, as in the case of the public schools.

It was from this beginning that the two central elements of Community College finance in California evolved: local and State sharing of operating costs and minimal student charges.

Foundation Program

In 1947, the State adopted the "foundation program" system of State aid for the public schools and Community Colleges. Under this system, the State provided a uniform amount of "basic aid" per ADA. Districts were required to provide an additional amount determined by multiplying their district assessed valuation by a "computational" tax rate, and the State provided a supplementary amount of "equalization" aid, if necessary, to produce the full "foundation" amount per ADA. Beyond this, the districts could spend as much as they wished, provided their general purpose tax rate did not exceed a maximum of $.35 per $100 of assessed valuation. The foundation amount, originally set at $200 per ADA, was raised periodically to reflect estimated increases in the minimum cost per unit of attendance.

In 1953 and 1954, the Legislature divided Community College attendance into two categories for purposes of State support: (1) "defined adults" (students aged 21 or older and enrolled for less than 10 class hours per week); and, (2) "other than defined adults". It also required separate reporting of attendance for "regular classes" (graded classes) and "classes for adults", as well as for "in-district" and "out-of-district" ADA. Although the foundation amount for regular classes and classes for adults remained the same, a ceiling was placed on equalization aid for ADA in classes for adults, which had the effect of creating a second, and lower, foundation program for such classes. A similar ceiling was placed on equalization aid for adult ADA, compounding the effect of the first ceiling. All of this was intended to establish indirect control over the cost of adult education, which was thought to be less

expensive and somewhat less important to the State than lower division transfer and degree instruction.

In the following years, many Community College administrators felt that State support was not rising rapidly enough to keep pace with actual costs. They sought to raise the percentage of State aid in relation to total current expense and were able to obtain backing from the Master Plan Survey Team. The Survey Team recommended to the Legislature in 1960 that State support be increased to 45 percent (it was then about 30%) of total current support for the Community Colleges by no later than 1975. Although the reasoning behind the selection of 45 percent as the appropriate goal was never made explicit, it appeared that some members of the Survey Team believed this would result in a substantial increase in State support without giving the State a controlling interest in the Community Colleges. The achievement of such a goal, however, would have required abandonment of the "foundation program" system, something neither the colleges nor the Legislature were prepared to accept.

Revenue and Expenditure Limits

The next major change in Community College support came as a consequence of the Legislature's effort to reduce local property taxes. Beginning in 1967, the Legislature passed a series of property tax relief measures intended to substantially reduce property taxes for homeowners, renters, and businesses with large inventories. In 1972, the Legislature passed SB 90 and AB 1267 establishing revenue limits for the cities, counties, special districts, and school districts operating elementary and secondary schools. In the case of the school districts, the State limited the total amount of revenue per ADA from State and local sources, excluding categorical aid, that a district could spend without a vote of the district electorate.

In 1973, the Legislature extended revenue limit control to the Community Colleges under the provisions of SB 6. Prior to SB 6, spending by Community College districts was limited to what they received in State aid plus revenues from a general purpose tax rate of no more than $.35; a rate that could not be exceeded without the approval of a majority of the district voters. The districts were also authorized to levy a number of "permissive" rates, but most of these were limited and the revenue could only be spent for particular purposes (e.g., the $.10 adult education tax). SB 6 eliminated the general purpose tax rate ceiling and several of the permissive rates. In their place, a revenue ceiling was established for each district based on its level of expenditure per ADA for 1972-73 and adjusted annually by an inflation factor. No district could exceed this limit without the approval of a majority of the district voters.

SB 6 also provided a very substantial increase in State aid by raising the Community College foundation amount from $643 to $1,020 per ADA, excluding "adult" ADA, for 1973-74 and providing annual increases beginning at $60 and rising to $66 per ADA thereafter. This increase was partly offset by an increase in the computational tax rate for nonadult ADA from $.25 to $.39 per $100 of assessed valuation. SB 6 also raised the foundation amount for "adult" ADA from $520 to $556 per ADA and provided annual increases of 7 percent per year for the next three years. In addition, it excluded nonresident ADA from the foundation program computations and required the districts to charge nonresident students an amount equivalent to each district's average cost per student in "graded" classes.

The net effect of these and related provisions was to increase State apportionments by $70 million over what they otherwise would have been in 1973-74. With the higher foundation program and its built-in inflation factor, the new formula increased State support from 34 percent to 43 percent of the district incomes in 1973-74, and promised to provide a further increase to 49 percent by 1979-80. By raising the foundation amount to the statewide average expenditure per ADA for all districts, it extended equalization aid to all but five small districts. Although SB 6 retained the foundation program system for determining State support, it tied that support even more directly to enrollment.

Additional Cost Control

Rapid increases in adult ADA in 1975-76, threatened to push Community College costs considerably higher than had been expected when SB 6 was enacted and led to its scrapping within two years. State budget planners had projected a 4.6 percent increase in Community College ADA for 1975-76, but the actual increase from the spring to fall was 16.6 percent. This growth developed among the adult education programs of the high schools and regional occupational centers as well as among those of the Community Colleges, and threatened to increase State costs by as much as $159.7 million in that year. Therefore, at the urging of Governor Brown, the Legislature imposed a 5 percent limit on enrollment growth that would be supported with State aid. Accordingly, the Budget Act of 1975-76 provided that State equalization aid under the foundation program would be extended to no more than 105 percent of preceding year's ADA (this ceiling was also applied to adult ADA reported by high schools and regional occupational centers). The Community College districts were required to meet the full cost of any attendance growth beyond that 105 percent ceiling, or "cap".

Imposition of the "cap" saved the State as much as $97.5 million in 1975-76, according to an estimate by the Legislative Analyst, but it forced districts with growth rates above 5 percent to consider sharp increases in local tax rates, reductions in General Fund reserves, or cutbacks in existing and planned instructional programs. Wealthy districts with relatively low growth rates were unaffected, so the "cap" increased the financial inequality that State aid was otherwise intended to reduce. Although the "cap" was generally conceded to be necessary to control rapidly rising expenditures, it was adopted only as a temporary measure until changes in the support system could be devised that would be more equitable for individual districts, while giving the State some protection from what the Governor and the Legislature thought to be excessive cost increases.

Thus, in 1976, a number of fundamental changes were made in State and local support for Community College current expense. In place of the foundation program and the "cap" on State aid imposed a year earlier, a somewhat more complicated formula was adopted providing a partially equalized allowance for existing enrollment, a separate computation for enrollment growth using the statewide average rate of State aid, a "demographic" factor intended to benefit urban districts, and a 6 percent inflation factor. One major consequence of these changes was to break the link between assessed valuation and total State aid that was fundamental to the foundation program. In addition, the distinction between adult and nonadult ADA was eliminated and the allowance for small districts expanded to include those of up to 3,000 ADA. The Legislature also established controls over the growth in district tax rates and authorized districts to charge students for classes that were not eligible for State aid.

During this period, the possibility of raising student fees began to be discussed, particularly as fees for students at the California State University and the University of California began to rise. In addition to permission to charge for "community service" courses, the colleges were authorized to charge small amounts for parking, student health services, transportation, and certain other activities and services. Nevertheless, proposals to establish tuition or a substantial fee for other purposes were overwhelmingly opposed.

Impact of Proposition 13

Two years later, the passage of Proposition 13 sharply curtailed district taxing ability. Property taxes were limited to 1 percent of assessed valuation and all permissive "overrides", other than those necessary to repay bond issues, were prohibited. As a consequence, local revenues were reduced by half. The State responded with a system of "bail out" block grants that enabled the colleges to receive approximately 97 percent of total State and local support previously available. Some districts reduced their instructional programs in order to maintain their earlier level of expenditure per ADA; others maintained their programs and enrollment, operat ing at a lower level of expenditure per ADA.

In 1979, the emergency block grant system was replaced by a combination of basic support (the previous year's State apportionment per ADA) and marginal support equal to two-thirds of the basic

rate for any growth in ADA (or a reduction of two-thirds for enrollment losses). It was thought that this system would discourage substantial growth during a period of great demand for State revenues. Nevertheless, growth in local revenues and other factors in the State formula permitted a statewide enrollment growth. As a consequence, the formula called for more State support than the Legislature could provide, and deficit factors were applied to reduce apportionments across the board. This action and the earlier block grant system undoubtedly worked disproportionately against districts that had not reduced their programs the previous year.

This statutory form was continued in large part in legislation enacted in 1981 and 1982, except that a provision for growth limits was added in 1981, and State support for "recreational, vocational, and personal development" courses was withdrawn in 1982. The limit prohibited growth in excess of that for the adult population for the county in which each district is located. The removal of State support for community service courses resulted in a $30 million reduction in State aid.

The current formula for State support was carried in SB 851 of 1983. As discussed below, it incorporates a district support base, an inflation factor, an equalization factor, a method of adjustment for enrollment reductions, the enrollment growth ceiling adopted in 1981, and a new factor to reflect the higher costs of small districts. In addition, a "drop fee" is required for students who drop courses after the first two weeks of the semester; and, in 1984, a mandatory student fee of $50 per semester ($5 per unit up to six units; $50 for six or more units) was established to replace existing "permissive" fees for particular services.

Current Descriptive Data

The Community Colleges receive support for their current operations from the State's General Fund, county property taxes and other revenues, the federal government, and from the students that they enroll. Financial support from these sources for 1981-82 through 1984-85 (estimated) is outlined in Table 1. For the current year (1985-86), it is estimated that the State will provide approximately 62 percent of current funding, the districts and counties 28 percent, the federal government 4 percent, and students 6 percent.

Table 1: General Fund Income of California Community College Districts by Source, 1979-80 through 1984-85

Source	1980-81	1981-82	1982-83	1983-84	1984-85
State Funds:					
Apportionment	$1,046.7	$1,029.1	$1,009.5	$1,021.7	1,030.4
Categorical Aid	41.9	43.1	46.8	45.8	84.9
Other	55.2	56.8	52.5	29.8	30.0
	$1,143.8	$1,129.0	$1,108.8	$1,097.3	$1,145.3
District Funds:					
District Taxes	285.4	355.2	352.9	387.0	429.4
Other	60.3	65.2	63.6	59.7	55.0
Subtotal	345.7	420.4	416.5	446.7	484.4
Student Charges	58.5	68.2	64.8	80.2	118.0
County Funds	3.3	3.3	2.9	2.5	2.0
Federal Funds	131.9	110.9	98.1	93.6	61.7
Totals	$1,683.3	$1,732.0	$1,691.2	$1,720.4	$1,811.4

[1] Estimated

Source: State Controller, Financial Transactions of School Districts and Community College Districts and Fiscal Data Abstract, Chancellor's Office.

It must be understood that these are **statewide averages**. State support for individual districts ranges from approximately 5 percent for the district with the highest assessed valuation per unit of enrollment (ADA), up to nearly 90 percent for the district with the lowest assessed valuation per ADA.

State Support: General Apportionment

State apportionments for the support of Community College current expense are determined under the provisions of SB 851 (Chapter 565, Statutes of 1983). According to these provisions, each district is to receive a basic amount ("base revenue") adjusted for inflation, changes in enrollment (ADA), and equalization of local tax effort. The base amount is the amount the district received for the preceding year. This amount is then adjusted for inflation using an index of State and local government prices. The apportionment is next adjusted for growth and decline in ADA at a marginal rate of two-thirds of the prior year's apportionment per unit of ADA, with growth limited to the estimated growth of the adult population of the county in which the district is located. Finally, SB 851 provides for a two-step adjustment that is meant to equalize apportionments among the districts according to their relative wealth (property tax base). All of these provisions pertain to enrollment for credit courses. State support for noncredit courses in nine specified categories of adult education is limited to a base rate of $1,100 per ADA adjusted for inflation.

Average daily attendance is a vestige of the Community Colleges' origin as part of the public schools, in which attendance is counted daily. It has been a long time, however, since this has been done in the colleges. Now, for the great majority of their courses, the colleges simply average the enrollment figures at two points ("census periods") during the semester, multiply this by .911 -- a factor that is believed to represent the difference between enrollment and actual average attendance -- and divide the product by 525, the number of class hours for one student taking five, three-unit courses (that meet for three hours each week) over a fifteen week semester.

The process by which the annual State general apportionment for the Community Colleges is determined begins with statewide estimates of property tax revenues, price increases, and adult population growth by the Department of Finance. These figures are combined with statewide enrollment projections, "base revenue" figures, and equalization requirements prepared by the Chancellor's Office according to the statutory formula to produce the proposed State general revenue figure for all districts. This figure is then reduced by the estimated property tax revenue for the districts and estimated student enrollment fee income to produce the State general apportionment proposed in the Governor's Budget.

This amount, with whatever changes the Legislature may make, is then appropriated to the State School Fund (Part B) for apportionment over the ensuing year to individual districts. It is important to note, however, that the general apportionment amount is budgeted on a statewide basis and not allocated among the districts until the actual apportionment process begins. The amount each district receives is influenced by the enrollment figures turned in by all other districts. Moreover, the apportionment process continues over much of the ensuing fiscal year and the amounts apportioned to each district are subject to adjustment, thereafter, as actual enrollment figures are received. Consequently, there is considerable uncertainty as to how much State support a district will receive throughout and beyond the year in which the funds are to be spent.

The districts are free to spend their general apportionments largely as they wish according to their own budgets. The principal exception is that they are required, according to the *Education Code*, to allocate to "classroom salaries" at least 50 percent of the total that they allocate to "current expense of education." A number of districts find it difficult to comply with this law, but it has remained in effect for many years.

State Categorical Aid

In addition to State support for the Community Colleges that is determined by the apportionment formula, there is a much smaller amount provided for a series of specially designated or "categorical"

programs. These programs include Extended Opportunity Programs and Services, Handicapped Students Programs and Services, student financial aid, faculty and administrative credentials, the Academic Senate, curricular planning, physical plant planning, Instructional Improvement and Innovation, and several others. The estimated expenditure for these purposes in 1984-85 was $88.8 million, most of which was spent by the districts.

District Funds

The principal ingredient in local support for the Community Colleges is the local property tax revenue. This revenue includes each district's prorated share of local secured and unsecured property tax revenues (excluding bond interest and redemption revenues), prior year property tax revenues, trailer coach fees, and timber yield tax revenues. Other district funds include State tax relief subventions for homeowners, Williamson Act land reserves, and other purposes. Since 1978, all of these revenues have been allocated by statutory formula.

Student Fees

The first significant change in the State's policy of prohibiting the charging of tuition at the Community Colleges occurred in 1984. AB 1xx (Chapter 1xx,1984) required the Community Colleges to begin charging students who enroll in credit courses a uniform fee of $50 (or $5 per unit for students taking less than six units) in 1984-85. At the same time, it repealed statutory provisions authorizing Community College districts to levy ten "permissive" fees covering such costs as health services, instructional materials, and transportation. California students who receive welfare benefits are exempt from the $50 fee. Low-income California students enrolled for less than six units are eligible for a fee credit. Full-time California students eligible for financial aid may receive a Board of Governors Grant to offset part or all of the fee. An amount of $15 million is available for these purposes annually, but actual costs have been closer to $5 million, possibly due to the complexitiy of the aid procedures. All statutory provisions regarding this fee "sunset" December 31, 1987.

The Community Colleges are also required by law to charge students in credit courses $10 for dropping a course after the first two weeks of the semester, up to a maximum of $20 for two or more "drops". In addition, the Community Colleges are required to charge nonresident tuition equal to the full cost of instruction and are authorized to charge tuition for community service courses that are not eligible for State support.

In 1981-82, required and permissive fees produced approximately $50 million in total revenue, of which nearly $30 million came from nonresident tuition. With the changes effected in 1984, fee income is estimated to have risen to more than $108 million in 1984-85, of which $68 million came from the new mandatory fee for credit courses.

Federal Aid

Federal aid for the California Community Colleges consists primarily of support for vocational education, financial aid funds, and allocations under various provisions of the federal higher education acts. In addition, the colleges receive job training support, military training funds, and smaller amounts under a variety of other titles. Federal aid has been declining rapidly over the past five years, as indicated in Table 1.

State Operations

State funding for State operations provides support for the Board of Governors and the Chancellor's Office. Within the Chancellor's Office, operating costs are divided between the Fiscal Services Unit, which administers State apportionments and categorical programs to the colleges, and the Special Services and Operations Unit, which administers categorical programs, program evaluation, affirmative action plans, and other activities.

Financing Community Colleges in Other States

A recent survey of community college financing in other states (conducted by the Chancellor's Office) found that among the forty-seven states polled, eighteen negotiate budgets and twenty-nine employ formulas of various kinds. Negotiated budgets were most frequently found among the small states and were often temporary measures. The majority of formulas provided only one or two basic rates, and the division between those using credit hours and those using contact hours was roughly even. The states with the more complex allocation formulas commonly used measures other then enrollment for noninstitutional activities.

Policy Objectives

The system of financing current Community College operations should:

- Provide a level of support from all sources that is sufficient to provide high quality programs within each of the principal functions of the colleges. Provide a level of support that is sufficient to enable the colleges to enroll all eligible students who wish to enroll in those programs.
- Be a relatively simple system that minimizes opportunities for manipulation and protects the State from large and unexpected increases in expenditures.
- Offer a high degree of predictability by being flexible enough to accommodate changing circumstances without requiring frequent changes in its principal elements .
- Encourage local initiative in responding to local needs within the overall framework of the Community Colleges' mission.
- Reward success and excellence and encourage innovation.
- Maximize accountability among the different sources of support.
- Provide for equalization of the tax burden at the local level.
- Draw upon a balanced tax base at all levels that will continue to provide adequate revenues in the future.

Recommendations

Following its study and hearing a great deal of public testimony, the Commission has decided that a number of steps must be taken to achieve these objectives.

The Commission recommends:

60. That the Governor and the Legislature continue to allow State General Fund support to fluctuate with the relative increase or decrease in property tax revenues available for Community College support.

61. That the Legislature repeal the current support budget formula for the Community Colleges and that the Board of Governors and the Department of Finance develop a set of nonstatutory budget instructions.

62. That the Board of Governors develop and implement, with the approval of the Governor and the Legislature, a simplified system of "differential funding" to be used in budgeting State support for the Community Colleges. This system should incorporate workload measures for student services, plant maintenance and operation, and campus administration other than FTE enrollment. Consideration should be given to segregating remedial instruction costs from other instructional costs to allow for the generally higher cost of remediation.

63. That the Governor and the Legislature substitute full-time equivalent enrollment (FTE) units for average daily attendance (ADA) units in budgeting support for the Community Colleges and that the Governor, the Legislature, and the Board of Governors agree upon a method of conversion that precludes a significant loss of support to any college because of the conversion.

64. That the Board of Governors develop and implement, with the approval of the Governor and the Legislature, a method of reducing the impact of enrollment gains or losses so that they do not unnecessarily jeopardize the instructional programs of the colleges.

65. That the Board of Governors, with the assistance of an advisory committee made up of representatives of Community College districts, county superintendents of schools, county treasurers, county auditors, and other interested county agencies, review current statutes regarding fiscal services provided Community College districts by county superintendents of schools to determine which functions might more appropriately be carried out by the Board of Gvoernors or the districts and propose legislation to accomplish the transfer of these functions.

66. That the Legislature authorize the Board of Governors to allocate State support among the districts according to rules and regulations to be established by the Board.

67. That the Governor and the Legislature provide emergency assistance to a Community College, when requested by the Board of Governors and fully justified, through the existing system of deficiency appropriations. That whenever such assistance is required for reasons other than unanticipated enrollment gains or losses, funding be contingent upon agreement by the college to (a) cooperate with a special financial and management audit by a team appointed by the Board of Governors, and (b) abide by the recommendations of that team as approved by the Board of Governors.

Capital Outlay

Issues Statement

- What should be the principal objectives of the Community College capital outlay finance system?
- What should be the principal elements of the system to achieve those objectives?
  - a. What should be the principal sources of support for capital outlay and how should their relative contributions be determined?
  - b. What method should be used to budget State support?
  - c. What method should be used to allocate State capital outlay support to the districts and colleges?

Brief History of Financing for Capital Outlay

Throughout the early period of their development, the Community Colleges met all capital outlay requirements from local sources: basic tax rates, local bond issues, pay-as-you-go building fund taxes, and "seat tax" revenues that came with students from nondistrict areas. Although they might have obtained State aid through the State School Building Aid Program for the public schools, none of the districts were sufficiently impoverished in terms of tax base to qualify. However, in 1961 the Legislature enacted the Junior Colleges Tax Relief Act and appropriated $5 million in aid that could be used on a matching basis for capital outlay. This measure came largely in response to a Master Plan recommendation that the State "undertake a program of sharing in the construction funds necessary to expand the junior colleges," so they would be able to enroll the large number of lower division students to be diverted according to the plan.

The colleges received an additional $5 million in 1962, $20 million in State bond funds through the Junior College Facilities Construction Law of 1963, and $50 million under the same law in 1964. These were considered to be stopgap measures to aid the colleges until the State Department of Education could develop a longer-term plan for State support. Such a plan was eventually produced and enacted into law as the Junior College Construction Act of 1965, but that plan was soon replaced by one formulated by the Coordinating Council for Higher Education and enacted as the Junior College Construction Act of 1967.

The 1967 act, which remained in effect until 1980, established a local-State capital outlay planning process, State approval for district construction taxes, and State support related inversely to each district's tax base. Each district was required to develop and regularly update a five-year (originally ten-year) capital outlay plan subject to review by the Coordinating Council and the State Department of Education (later the Chancellor's Office). A district seeking State aid for a specific project was required to submit the project plan for review by the Coordinating Council, the Department of Education, and the Department of Finance prior to its inclusion in the State's annual budget bill. If State aid for the project was approved by the Legislature in the Budget Act, then the district also received authorization to levy a district tax, if necessary, to pay its share of the project's cost without going to the district voters for approval. Districts of average assessed valuation per unit of ADA received approximately 50 percent State aid. Those districts below the average assessed valuation received more and those above the average received less.

In 1978, Proposition 13 ended the ability of districts to levy the tax necessary to pay their share of a project's cost, and the program had to be rewritten. The Community College Construction Act of 1980 was enacted to establish a new basis for determining each district's ability to contribute to the cost of approved projects. Under the provisions of *Education Code* Section 81838, that basis was the district's

unrestricted and uncommitted General Fund balance per weekly student contact hour (WSCH) in relation to the statewide average for all districts.

To determine the district's share of the cost of a project (after any federal aid has been deducted), the district's unrestricted and uncommitted General Fund ending balance for the prior year was divided by its weekly student contact hours of enrollment for that year. This figure was divided by the mean for all Community College districts to produce its matching factor. Each district was required to provide 50 percent of the project cost multiplied by this equalizing factor; districts with larger than average fund balances were to contribute more than 50 percent of their projects costs, and districts with smaller balances were to contribute less than 50 percent. In practice, the State could be required to pay up to 100 percent of a project's cost, for the 1980 act also provided that "If the district funds available are insufficient to provide the district matching share ... the district shall provide the moneys available ... and State funds may be required to provide the balance of funds required."

According to data reported by the Legislative Analyst (Analysis, p.1408-1409), this last provision and the use of district fund balances to calculate district contributions resulted in a rapid increase in the State's share of Community College capital outlay costs. The average district contribution dropped to about 10 percent in 1984-85 and was only slightly higher (12%) in the Governor's Budget for 1985-86.

In 1985, the 1980 Community College Construction Act was amended (Chapter 1347, Statutes of 1985) to eliminate the matching formula and require the Board of Governors to establish criteria for determining district contributions to approved projects. Using these criteria (now being developed) the Chancellor is to recommend each district's share of the cost of a project. The amendment also authorized districts to count "private funds" toward their matching contribution.

Current Descriptive Data

The following material was drawn in large part from the *Analysis of the Budget Bill for 1985-86*, Office of the Legislative Analyst, and *A Study of the State's Approach to Funding Capital Outlay in the California Community Colleges* (Draft), CPEC, 1985.

Under the provisions of the Community College Construction Act of 1980, each Community College district is required to maintain a five-year capital construction plan that takes into account its academic plan, enrollment projections prepared by the Department of Finance, its inventory of existing facilities, and its current capacity according to statewide space utilization standards. The Chancellor's Office is directed to review and evaluate these plans annually. The Chancellor's Office must also review all district proposals for specific projects requiring State aid before submitting them to the Department of Finance for its approval. Preliminary project plans and a proposed funding schedule must be approved by the Chancellor's Office and the Department of Finance before inclusion in the Governor's Budget.

Proposed projects are ranked according to whether they are intended to:

1. Correct structural, health, safety, or building code deficiencies;
2. Make new or remodeled facilities operable;
3. Correct deficiencies in existing buildings;
4. Conserve energy;
5. Provide instructional space for enrollment growth;
6. Provide space for support activities;
7. Provide for land acquisition; or
8. Provide for a complete or "balanced" campus.

As available State funds declined in the late 1970's, few projects other than those in categories 1-4 were approved for State support. In addition, the State has traditionally restricted its funds to college campus projects. Satellite campuses, off-campus centers, and other such facilities have been considered to be the responsibility of the districts themselves.

In the absence of a reliable source of district funds for capital outlay, the State has become the dominant source of support for Community Colleges. As the Legislative Analyst has observed, "If this trend continues, district participation in the Community College capital outlay program will become pro forma and the State, for the most part, will have assumed full financial responsibility for the program (California Legislature, 1986, 1408)." Accordingly, the Supplemental Report to the 1985-86 Budget Act directed the California Postsecondary Education Commission to conduct a study of alternative methods of Community College capital outlay funding and to report its recommendations by November 1, 1985. Among the alternatives CPEC was directed to study are:

1. Adoption of a constitutional amendment to permit local property tax increases for investment in capital improvements;
2. Fixed State and district matching shares;
3. Full State funding; and
4. Block grant funding.

Whenever State resources are severely strained, as in 1982-83 and 1983-84 (See Table 1), the number of new projects that can be funded is likely to be sharply reduced under existing law. With enrollments declining in many districts, Community College capital outlay requirements have not been nearly as great as they were in the 1960's and early 1970's, but the funding provisions of the 1980 act must be reexamined if district needs for renovation, remodeling, and growth are to be met.

Policy Objectives

The system of financing capital outlay for the Community Colleges should:

- Provide a level of support that is sufficient to house all authorized programs and supporting services of the Community Colleges.
- Provide a level of support that is sufficient to enable the colleges to enroll all students who wish to be enrolled in those programs in accordance with reasonable space utilization standards.
- Minimize opportunities for manipulation and protect the State from large, unexpected increases in expenditures from year to year.
- Be sufficiently flexible to accommodate new circumstances without requiring frequent changes in its principal elements.
- Encourage local initiative in responding to local needs within the overall framework of the Community Colleges' mission.
- Maximize accountability to the sources of support.
- If local funds are involved, provide for equalization of the tax burden ability to raise revenue among districts.
- Draw upon a balanced tax base that will continue to provide adequate revenues in the future.

Recommendations

To achieve these objectives, the Commission recommends:

68. That the Governor and the Legislature provide full State funding for approved Community College capital outlay projects, and that all such projects be budgeted by the Board of Governors and reviewed and approved by the Governor and the Legislature, as are University of California and California State University capital outlay projects.

Table 1: Requests for State Funds for Capital Outlay by the Community College Board of Governors and Amounts Approved in the Budget, 1976-77 through 1985-86

Fiscal Year	Number of Projects	District Share	State Share	Total
1976-77				
Requested	175	$72,964,809	$85,326,000	$158,290,809
Approved	57	32,591,080	41,757,300	74,348,380
1977-78				
Requested	135	57,588,722	63,905,400	121,494,122
Approved	81	30,692,474	32,967,200	63,659,674
1978-79				
Requested	115	35,123,081	36,954,000	72,077,081
Approved	67	6,789,993	9,860,500	16,650,493
1979-80				
Requested	65	16,074,684	37,445,400	53,520,084
Approved	32	5,237,100	7,877,700	15,531,700
1980-81				
Requested	64	11,802,900	23,162,800	34,965,700
Approved	45	5,384,950	11,926,850	17,311,800
1981-82				
Requested	86	11,443,700	32,060,600	43,504,300
Approved	45	3,479,300	10,260,100	13,739,400
1982-83				
Requested	83	12,700,000	42,197,000	54,897,000
Approved	31	2,115,000	9,527,000	11,642,000
1983-84				
Requested	84	15,551,000	36,036,000	51,587,000
Approved	16	3,363,000	8,287,000[1]	11,650,000
1984-85				
Requested	66	4,103,000	37,400,000	41,503,000
Approved	41	2,707,000	24,947,000	27,654,000
1985-86				
Requested	47	3,995,000	55,210,000	59,205,000
Approved[2]	41	3,749,000	28,304,000	32,053,000

[1] Includes $804,000 of Federal Trust Funds which were reverted in June 1984 for 6 of the 16 projects.
[2] Estimated.
Source: Chancellor's Office, California Community Colleges.

Eight A New Master Plan for Postsecondary Education in California

"The Challenge of Change: A Reassessment of the California Community Colleges," was completed in response to the directive contained in SB 2064 (Stiern), Chapter 1506, Statutes of 1984. Having completed its reassessment, the Commission will now turn its attention to the broader directive contained in SB 1570 (Nielsen), Chapter 1507, Statutes of 1984.

SB 1570 instructed the Commission to examine and report on California's postsecondary education needs through the year 2000, lower division instruction in all segments, strategies to promote an increase in student access to and success in postsecondary education from adult education to graduate instruction, the appropriateness of existing educational delivery systems, and direct and indirect expenditures for postsecondary education, including student financial aid. These are the minimum requirements of the study; the Commission will surely find additional matters of interest as it undertakes a thorough review of the State's Master Plan for Higher Education and drafts a new plan to guide the development of postsecondary education through the end of this century.

The results of the study and the Commission's recommendations for the new plan are to be presented to the Legislature and the Governor no later than January 1, 1987. This means that a major task must be completed in a very short time, but with the continued cooperation of all interested institutions, organizations, and private citizens, the Commission is confident that it can meet its charge.

APPENDIX A

Individual Commissioner Votes and Comments in Opposition to Specific Recommendations

Letters from several Commissioners regarding specific recommendations contained in the report "The Challenge of Change" and repeated in the "Background Papers" are attached.

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March 27. 1986

Mr. J. Gary Shansby. Chairperson
Commission for the Review of the Master Plan
for Higher Education
1215 Fifteenth Street
Sacramento, Ca. 95814

Re: Dissent to Recommendations #3, #5. #6. #11,#22 & #43 of the Reassessment Study of California Community Colleges, as adopted by Commission for the Review of the Master Plan for Higher Education on March 18. 1986

Dear Mr. Shansby:

I hereby submit my comments of dissent to Recommendations #3, #5. #6. #11, #22 & #43 of the Reassessment Study of the California Community Colleges:

Recommendation #3:

"That the Board of Governors require a mandatory assessment counseling. placement, and follow-up program in the California Community Colleges and that the Legislature and Governor provide adequate funding for the program...."

Mandatory placement for all credit students imposes an unnecessary administrative and financial burden on community colleges There is no evidence to support the argument that all community college students need to go through a mandatory placement program.

There is general consensus among community college educators and organizations that mandatory assessment counseling, and follow-up provide invaluable. necessary guidance to students in the community college system Community colleges like San Joaquin Delta College have included a **voluntary placement** component to their matriculation program. Mandatory placement may run contrary to the educational objectives and motivation of the student. Any institutional effort or requirement to compromise the motivation of students poses a serious threat to student success.

Ten statewide community college organizations (including faculty. administrative, and local trustee groups) argue persuasively (1) that community colleges should require students to be assessed. to receive educational counseling and to establish educational objectives; and (2) that community colleges should monitor the progress of students in achieving their educational objectives. Further, these ten organizations urge (a) the creation of student outcome evaluation criteria that would be consistent among districts. and (b) establishment of local institutional goals based on statewide evaluation criteria. state education policy and local community expectations.

Mandatory placement creates the potential of assigning educationally-disadvantaged students into undesireable educational tracks. Community colleges need to work cooperatively and effectively with students to establish educational objectives, based on student motivation. interests and ability, and then to provide the necessary academic instruction and assistance in order to maximize the likelihood of student success.

In an era of scarce public funds, "mandatory placement" is unnecessary for all credit students.

Recommendation #5:

"That remedial education be affirmed as an important function...."

Remedial education needs to be affirmed as an "essential" function of the community colleges.

Every statewide educational and public group, including the Commission to Review the Master Plan for Higher Education, agrees that ethnic minorities, re-entry women limited English speaking immigrants and refugees, students unprepared for college-level work. handicapped and working adults constitute the majority of enrollments in many community colleges.

The Berman-Weiler Study cites independent analyses completed in 1981 which suggest that "at least sixty (60) percent of the student enrolled in that year for six or more units were not ready for college-level work in at least one academic area."

The Berman-Weiler Study also lists likely factors for the growing remedial education enrollments: improved information about the skill levels of entering students as assessment programs have expanded; the decline in high school standards during the 1970's and early 1980's; a cap on the growth of K-12 adult school programs, which may have made community college programs the only available option in some communities; a larger proportion of underprepared high school graduates attending community colleges; and growing numbers of returning adults seeking basic skills training.

The majority report of the Commission to Review the Master Plan for Higher Education cites that **"the demand for adult education, English as a Second Language, literacy training, and remediation shows no signs of slowing and can in fact be expected to increase between now and the year 2000."**

Notwithstanding the strong desire of the Commission to transform the community colleges into a more traditional postsecondary mode, **remedial education is essential to the success of thousands of community college students of diverse socio-economic background across the state.** Without remediation many community college students will experience neither access to or success in transfer or vocational-training courses.

The majority of the Commission has an undue worry that the categorization of remedial education as an "essential" function of the community colleges will supplant the two primary functions of the colleges transfer education and vocational training. The realities of today and of the immediate future demand that remedial education be an integral part of the community college curriculum. As the State funds transfer education and vocational training classes. remedial education must receive adequate-commensurate funding in order for many community college students to realize academic success in the foreseeable future.

Recommendation #6:

"That State-funded, noncredit adult education, of less than collegiate level, be affirmed as an authorized function of the colleges for those adults who cannot or do not wish to enroll in the regular credit programs."

State-funded, noncredit adult education needs to be affirmed as an "important" function of the colleges for those adults who cannot or do not enroll in the regular credit programs.

The number of Hispanic and Asian immigrants and refugees coming to California will increase steadily to the year 2000 The 40-45% high school dropout rate among Hispanic and black students shows no sign of decreasing in the immediate future. By the year 2000, these ethnic minority groups will constitute one-half of the State's total population.

National studies like the Ford Foundation Study by Hunter and Harman report that each year 30 million students drop out of high school. up to 35% of the adult population is not educationally functional or literate and 20 million illiterate non-high school adults will attempt to return to education. A very significant percentage of this national adult population group resides in California. If the California community college system. including the adult public schools, does not place any priority to serve and educate these illiterate adults and high school dropouts. who will educate these educationally

disadvantaged adults?

The State of California cannot afford a potentially explosive educational underclass It is in the best interest of all citizens. business. and industry that today's high school dropouts, adult illiterates and newcomers attend community colleges and adult public schools in order to attain basic educational skills to achieve economic self-sufficiency. Community colleges and adult schools are the best equipped to serve these eduucationally disadvantaged citizens.

Recommendation #11:

"That the Board of Governors redesign both the Associate in Arts (AA) and the Associate in Science (AS) degree requirements to include the transfer core curriculum. courses for specific college majors. and elective requirements. No courses beyond these areas should be required for the AA or AS degrees. Degrees should be awarded upon completion of the core curriculum, major. and elective requirements."

Recommendation #11 places unnecessary restrictions on local community college districts that seek to broaden the general education requirements for the AA or AS degree. Superintendent-President John T. McCuen of Long Beach Community College District provides a cogent argument for greater local community college discretion to increase requirements for the AA and AS degrees:

"The proposed regulation that no courses beyond those necessary for the transfer core curriculum and the major could be required for the AA or AS degree would also prevent a college from including AA or AS degree requirements which are appropriate in terms of a particular college's concept of general education. For example. Long Beach City College requires computer proficiency, health education, and physical education, because we believe these are part of the general education of our students We also require political science of all students because we believe a student needs an understanding of the American system of government to be a knowledgeable voter and citizen."

The State has to avoid the temptation to stifle local initiative which seeks to produce a well-educated, informed student. The need to establish a transfer core curriculum does not have to clash with a local community college district's desire to provide a broad educational experience for its students graduating with an AA or AS degree.

Recommendation #22:

"That the Board of Governors establish a limit to the number of units of remedial coursework a student may take. The Commission endorses a limit of thirty semester or forty-five quarter credit units. Students needing additional remedial work should be

directed to noncredit adult basic education programs, in either the Community Colleges or the adult schools, or to other community-based services."

A limit to the number of units of remedial coursework a student may take is unnecessary and counterproductive.

In advance of the Commission's adoption of the Reassessment Study of the Community Colleges. the San Francisco Chronicle editorialized on March 16. 1986: "....although the commission wants continuation of remedial class work, it would impose limits. in order to prevent students from making a career out of these courses." This S.F. Chronicle editorial best demonstrates the popular misconception that some community college students are wasting valuable public resources, walking aimlessly around the community college campuses and creating a professional career as a remedial student. This misconception and the proposed cap on remedial coursework do a great disservice to community college students and the institutions that serve them.

According to socioeconomic data issued by the Chancellor's Office in Spring, 1984, 80% of all community college students work. Half of those who work spend 40 hours per week on their jobs. The Berman-Weiler Study indicates that "community college students are older, on average, than their lower division counterparts at UC or CSU and older students account for more than half of all students who enroll part-time in the community colleges and the great majority of all students, regardless of age, both work and attend school."

Community college students do not have the time or inclination to make a "career" out of remedial coursework!

Several faculty members submitted testimony to the Commission indicating that remedial and non-remedial students were mixed together in credit classes. thereby lowering educational standards for all. More often than not students who need remedial courses do not enroll in them because of immediate goals to secure specific vocational skills or the inclination to overestimate one's academic skills. Instead of imposing a limit on remedial coursework, community colleges face the challenge of directly on a timely basis students into remedial classes so that they can develop basic educational skills for success.

The ten statewide community college organizations argue effectively: "A cap is not needed and may in fact affect certain truly motivated individuals who are making slow but steady progress which may ultimately lead them to their educational goals." Notwithstanding the work of the Learning Assessment Retention Consortium of the California Community Colleges. there is no empirical data from the overwhelming majority of the 106 community colleges to support a cap on remediation. Ironically many community colleges do not have 30 semester units of remediation to offer.

If the State provides adequate funding for the proposed matriculation program. Recommendation #22's proposal to place the unsuccessful student after 30 semester units of remediation into adult education class is misguided and illogical. A properly implemented matriculation program will direct the student first to adult basic education classes before starting any remedial coursework for credit courses. Many community colleges already direct students who lack very basic educational skills first to adult education classes before advising these students to commence remedial coursework for credit courses.

Recommendation #43:

"That the Board of Governors urge the district to adopt salary schedules for Community College faculty that are based primarily on academic rank."

The Commission has reviewed no data to suggest that "academic rank" identifies or produces better qualified instructors to teach community college courses. The Commission needs to explore other incentives to recognize and utilize instructors who are effective. successful educators. It is inherently dangerous and careless to suggest that the community colleges necessarily model the four-year institutions.

Sincerely yours.

Henry Der
Member
Commission to Review the Master
Plan for Higher Education

March 18, 1986

Mr. J. Gary Shansby, Chairperson
Commission for the Review of the
Master Plan for Higher Education
1215 Fifteenth Street, Second Floor
Sacramento, CA 95814

Dear Gary,

The Commission for the review of the Master Plan for Higher Education has made its report on "The Challenge of Change - A Reassessment of the California Community Colleges." As a member of the Commission, I found the process of discussion and testimony to be very interesting and profitable. We did have some excellent "give and take" dialogues.

The report contains sixty-eight (68) recommendations for the Joint Legislative Committee to consider. For the record, I am in agreement and supportive of most of the recommendations. There are 8 recommendations involving faculty that I, as an individual and as a Commissioner, request that my vote be recorded as "no" and transmitted to the Joint Legislative Committee. My opposition to these recommendations will not be a surprise to anyone who knows me and has attended the Commission meetings.

The eight recommendations, with my vote and rationale, are as follows:

Recommendation 34 - NO - Credential requirements are established standards for professional and vocational training. Replacing credentials with qualifications yet to be determined does not strengthen the system; rather it tends to weaken it by placing responsibility of setting the qualifications with an appointive body. All other educational studies have concluded that educational requirements need to be raised, not lowered.

Recommendation 35 - NO - Part "A" of the recommendation might be workable if faculty is really consulted with and heard. "Traditional peer review" needs to be defined, as it has components which are contradictory to collective bargaining and affirmative action.

Recommendation 37 - NO - This recommendation to repeal the statutory restriction on the employment of part-time instructors does not address the needs and the rights of the currently employed part-timers. The statute was adopted to prevent a mis-use of faculty and program. This proposal will increase the administration's ability to hire faculty at a lower rate of compensation and avoid the payment of benefits. The terms "a core of experienced full-time faculty" must be clearly defined. If full-time and part-time faculty are placed as adversaries in competition for faculty positions, this will lead to disruption of the educational program.

(over)

Recommendation 41 - NO - Evaluation is the major component of tenure and good instruction; it is the key to excellence. This evaluation must be done by administrators; this process must be equitable for all faculty and programs. Faculty may choose to become involved in programs to "assist their peers" when it is requested by their peers. Forced evaluation by one's peers will lead to problems in the administration of programs and departments.

Recommendation 42 - NO - "Rolling contracts" tends to be a term used by business and industry. Public education cannot be managed by the same standards. "Rolling contracts" is another way to say eliminate collective bargaining and due process rights for the faculty.

Recommendation 43 - NO - Salary schedules must be developed to allow for formal education (course credits) and years of service (longevity). Schedules which are developed for what the "contribution to the institution" may be should be called meritorious. "Merit systems" like "peer reviews" have unknown variables.

Recommendation 45 - NO - The current Education Employment Relations Act (EERA) does not restrict, limit, or prohibit the functioning of academic senates or faculty councils in the making of recommendations for district policies on academic and professional matters, as long as there is not conflict with lawful collective bargaining agreements. The ability to bargain agreements containing "peer review" is within the scope of the current statute.

Recommendation 58 - NO - This recommendation contains two different functions. I am in complete agreement that the faculty must be involved in the determination and administration of academic standards, course approval, and other academic functions that deal with the program or department not with individual faculty members. Hiring, retention, and evaluation of faculty are responsibilities of the administration.

Respectfully submitted,

Patsy J. Estrellas

Patsy J. Estrellas
Commissioner for the Review of the
Master Plan for Higher Education

cc: Marilyn Russell Bittle
David Rubiales
Ann Shadwick
Senator David Roberti

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MAR 21 1986

Harold M. Williams, President and Chief Executive Officer

March 18, 1986

Dr. Lee R. Kerschner
Commission for the Review of the
Master Plan for Higher Education
1215 Fifteenth Street, 2nd Floor
Sacramento, California 95814

Dear Lee:

I would like the following comment included with the comments of the other Commissioners relative to the Reassessment of the California Community Colleges which we approved today.

> Relative to recommendation 8, I have confidence in the commitment of the leadership and faculties of the three systems to remove barriers to transfer from the Community Colleges to the University of California and California State University. However, as Chancellor Smith made clear last month in his remarks to the Commission, the requirement of a single core curriculum is unnecessarily restrictive. The goal of the Commission can be as effectively and more readily achieved by a less arbitrary and prescriptive approach.

I appreciate and applaud the leadership you have provided us in arriving at this Report. It is one in which we can all feel both confidence and pride. It augurs well for the enormous task we have yet to face.

Warmest regards,

Harold M. Williams

HMW:bam

APPENDIX B The Commission and the Process

Establishment of the Commission

Postsecondary education in California is organized under the provisions of a statewide Master Plan, adopted in 1960. The plan delineates roles, responsibilities, governance, and coordination of the three public postsecondary systems: the California Community Colleges, the California State University, and the University of California. Independent colleges and universities are also considered in the Master Plan, although it does not deal directly with their functions, financing, or governance.

Recent concerns about the changing educational needs of California's adult population and the extent to which the three systems are meeting those needs, gave rise to legislation establishing the Commission for the Review of the Master Plan for Higher Education (SB 1570 Nielsen; Chapter 1507, Statutes of 1984).

The Commission members are :

Governor's Appointees

J. Gary Shansby, San Francisco (Chairman)
William D. Campbell, Carlsbad (Vice Chairman)
Meredith J. Khachigian, San Clemente
Edward R. Mosley, Fresno.

Senate Rules' Appointees

Patsy Estrellas, Anaheim
Felix S. LeMarinel, Anaheim
Cornell Maier (resigned; position currently vacant).

Speaker's Appointees

Henry Der, San Francisco
Peter McCuen, Rancho Cordova
Michael R. Peevey, Rosemead

University of California Regents' Appointee

Harold Williams, Los Angeles

California State University Trustees' Appointee

Claudia Hampton, Los Angeles

Community College Board of Governors' Appointee

George David Kieffer, Los Angeles

California Postsecondary Education Commission's Appointee

Seth P. Brunner, Sacramento

Superintendent of Public Instruction's Appointee

Bill Honig, Sacramento
Xavier Del Buono, Sacramento (Superintendent's designee)

Association of Independent California Colleges and Universities' Appointee

Ray Remy, Los Angeles

The Commission staff are:

Lee R. Kerschner, Executive Director
A. Alan Post, Consultant (served as Interim Executive Director)
Janis Cox Coffey, Executive Staff
Jerome Evans, Executive Staff
Robert S. Palacio, Executive Staff
Julia B. Fahrenbruch, Administrative Officer
Kim Crocker, Office Assistant

The Commission is required to submit a report to the Legislature and the Governor, relative to its findings and recommendations on the Master Plan, by January 1, 1987.

Commission Subcommittees and Management Plan

The first meeting of the Commission was held on March 26, 1985. At that time the following Subcommittees were established:

Roles, Responsibilities, Goals and Missions of the Segments
- William D. Campbell, Chair
- Seth P. Brunner
- Peter McCuen
- Ray Remy
- (Cornell Maier served on this subcommittee, prior to his resignation)

Access to and Success in Higher Education
- Claudia Hampton, Chair
- Xavier Del Buono
- Henry Der
- Meredith Khachigian
- Michael Peevey

Future Needs to the Year 2000
- George David Kieffer, Chair
- Patsy Estrellas
- Felix S. LeMarinel
- Edward R. Mosley
- Harold Williams

In response to ACR 162 (Hughes), the Commission established a Task Force charged with the responsibility to develop a management plan. That plan was approved by the Commission on May 21, 1985 and submitted to the Joint Legislative Committee shortly thereafter. It was approved by the Legislative Committee, with suggested changes, on August 27, 1985.

The Community College Reassessment Study

Simultaneously with the establishment of the Commission for the Review of the Master Plan for Higher Education, the Legislature adopted and the Governor signed SB 2064 Stiern (Chapter 1506, 1984), which mandated a special Community College Reassessment Study as the Commission's first priority and requested a special report to the Legislature and Governor by December 31, 1985. That date was subsequently extended and the final report adopted by the Commission on March 18, 1986.

The Process

The Commission and its subcommittees adhered to a very rigorous schedule, conducting a series of open meetings (twenty-two) and public hearings (six) that included presentations from members of the Legislature and their staffs; presidents, chancellors, administrative staff, and faculty representatives from the California Community Colleges, the California State University and the University of California; students; independent sector representatives; representatives of the Department of Education and the California Postsecondary Education Commission; professional researchers and others. In addition, the Commission distributes over 550 copies of its monthly meeting agendas and materials to representatives of the postsecondary education community, students, libraries, and the general public.

While considering various policy options at each regular meeting, the Chair sought comments and advice from individuals in the audience (an average of forty people attended). In addition, the Chair encouraged individuals and organizations to submit comments in writing and instructed staff to distribute those materials to all Commissioners. The Commissioners were well represented at all regular meetings, with no less than twelve of the sixteen in attendance at any one time. The six public hearings held in October 1985 and January 1986 were equally well attended with an average of six Commissioners, thirty speakers, and one hundred people in the audience.

The Commission Chair, Vice Chair, and individual Commissioners have attended and participated in various conferences conducted by students, faculty, administrators, and other postsecondary groups and organizations.

The Executive Director has had the advice and counsel of a segmental staff advisory committee, as well as a special committee on remediation chaired by Janis Coffey. In addition, the Executive Director met regularly with a group of Community College presidents and chancellors and participated in various student, faculty, governing board, and organizational conferences and meetings held at both the local and statewide level.

The Commission reviewed and synthesized a substantial amount of research information, statistics, and background material prior to development of the study. The public policy issues the Commission wished to see addressed in the Community College Reassessment Study were adopted by the Commission in September 1985.

The first draft outline, containing a series of policy options, was reviewed and revised by the Commission and its Subcommittees in October 1985. The Commission conducted three public hearings for the purpose of receiving testimony on the policy options being considered from citizens and representatives of the postsecondary education community: October 10 in Los Angeles; October 17 in San Jose; and October 29 in Sacramento.

In November 1985, the second draft outline was submitted for further Commission consideration and revision as a Committee of the Whole.

In December 1985, the third draft outline was considered by the Commission and final policy options for conversion into recommendations, as well as alternative recommendations, were selected. The Commission instructed staff to revise and edit the third draft outline for submission as "background papers" for the final report. The Commission further instructed staff to bring back a concise draft of the final report at its January 1986 meeting, that would include recommendations based upon selected options and provide a mechanism for resolution of outstanding issues.

The first draft of the report, containing a series of principles, findings, and recommendations, was submitted for Commission consideration in January 1986. The period for formal segmental comments on the draft report (previously established) was January 13 through January 31, 1986.

The Commission conducted three more public hearings in January 1986 for the purpose of receiving testimony from citizens and representatives of the postsecondary education community: January 14 in Fresno; January 16 in San Diego; and January 21 in San Mateo.

The second draft of the report was submitted to the Commission in February 1986 for further consideration of formal segmental comments and previous public testimony. The Commission gave final instructions for additional revisions to be submitted for consideration at its March 1986 meeting.

The final draft of the Community College Reassessment Study was revised and adopted by the Commission in March 1986 for subsequent submission to the Joint Legislative Committee for the Review of the Master Plan for Higher Education.

APPENDIX C SB 2064 (Stiern), Chapter 1506

Senate Bill No. 2064

CHAPTER 1506

An act relating to community colleges, making an appropriation therefor, and declaring the urgency thereof, to take effect immediately.

[Approved by Governor September 27, 1984. Filed with Secretary of State September 28, 1984.]

LEGISLATIVE COUNSEL'S DIGEST

SB 2064, Stiern. Community colleges: reassessment study.

Existing law does not provide for a community college reassessment study.

This bill would provide that a Community College Reassessment Study be undertaken, and that the study be directed by the Commission for the Review of the Master Plan established pursuant to SB 1570 of the 1983–84 Regular Session. Pursuant to the study, a report would be prepared, as specified, and submitted to the Joint Committee for the Review of the Master Plan established pursuant to ACR 162 of the 1983–84 Regular Session for its review on or before December 31, 1985. Following the legislative review, the bill would require the commission to make other specified assessments and policy recommendations.

This bill would require the commission to complete the study by December 31, 1986. This bill would not take effect unless ACR 162 and SB 1570 are both chaptered.

This bill would take effect immediately as an urgency statute.

Appropriation: yes.

The people of the State of California do enact as follows:

SECTION 1. (a) The Legislature finds and declares that the community colleges are a large and important segment of California's system of public higher education. In the last 20 years, community colleges have not only experienced tremendous growth in the numbers of students enrolled, but have undergone a major transition in the types of students served and the types of programs and courses offered. Community colleges have also experienced an unacceptable degree of uncertainty and instability in their revenues over the last decade.

(b) The Legislature further finds and declares that legislative actions regarding community colleges have not been based on a comprehensive policy on the role that community colleges should play in public education. Community colleges have been reacting and responding to narrow changes in state policy that have shaped the functions of the colleges by default rather than by design.

(c) It is, therefore, the intent of the Legislature to require the Commission for the Review of the Master Plan for Higher Education established pursuant to Senate Bill 1570 of the 1983–84 Regular Session to set the reassessment of the mission of the community colleges as its first and highest priority.

SEC. 2. The study described in this act shall be conducted as follows:

(a) The study shall be an assessment of the mission of the community colleges. The assessment shall include, but not be limited to, all of the following:

(1) A comparison of the statutory directives regarding the programs and activities required to be offered by community colleges, and the programs and activities actually offered by community colleges.

(2) An assessment of, and recommendations regarding, the appropriateness of all of the following programs, courses, and activities to the mission of the community colleges, particularly with respect to the functions of other state educational institutions, and the priorities which should be given to all of the following programs, courses, and activities:

(A) Transfer programs.
(B) Vocational programs.
(C) Programs leading to associate degrees.
(D) Certificate programs leading to employment.
(E) General education courses.
(F) Remedial and basic skills courses.
(G) Noncredit courses.
(H) Fee-supported community services courses.
(I) Student services, including, but not limited to, counseling, testing, job placement, and financial aid.
(J) Other programs, courses, and activities currently offered by community colleges.

(3) An assessment of the current socioeconomic composition of community college students, and recommendations for methods to ensure that all California residents will have access to community college programs and services.

(4) Policy recommendations designed to ensure that the academic quality of community college programs and courses will be maintained and enhanced.

(5) Other policy recommendations regarding the mission of the community colleges or community college operations the commission deems appropriate.

(b) On or before December 31, 1985, the commission shall submit the findings and recommendations developed pursuant to subdivision (a) to the Joint Committee for the Review of the Master Plan for Postsecondary Education.

SEC. 3. The reassessment study, as specified in Section 2 of this act, shall be directed by the Commission for the Review of the Master

Plan for Higher Education.

SEC. 4. Upon completion of the reassessment study authorized by this act, all of the documents and working papers of the commission shall become the property of, and be maintained by, the State Archives.

SEC. 5. This bill shall not take effect unless Assembly Concurrent Resolution 162 and Senate Bill 1570, both of the 1983–84 Regular Session, are also chaptered.

SEC. 6. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

In order that the reassessment study required by this act may be completed as expeditiously as possible so that the important problems facing community colleges may be addressed, it is necessary that this act take effect immediately.

o

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